REPORT RESUMES

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TEACHER MOBILITY IN NEW YORK CITY--A STUDY OF THE RECRUITMENT, SELECTION, APPOINTMENT, AND PROMOTION OF TEACHERS IN THE NEW YORK CITY PUBLIC SCHOOLS.

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TO GATHER DATA ON TEACHER PERCEPTIONS OF PERSONNEL PRACTICES, A SAMPLE OF 1,025 NEW YORK CITY TEACHERS WAS INTERVIEWED. TO STUDY CAREER PATTERNS, A "COHORT-STUDY" WAS MADE OF THE RECORDS OF 413 TEACHERS FIRST HIRED BY THE CITY IN 1950. EDUCATIONAL OFFICIALS IN NEW YORK, CHICAGO, DETROIT, AND PHILADELPHIA WERE INTERVIEWED. MAJOR FINDINGS WERE--(1) FORMAL RECRUITMENT PROCEDURES WERE INEFFECTIVE, (2) MAJOR REASONS FOR JOINING WERE--LOCATION, INCOME, HOURS, VACATIONS, KNOWING TEACHERS IN THE SYSTEM, AND THE ADVICE OF COLLEGE GUIDANCE PERSONNEL, (3) ACADEMIC HIGH SCHOOL TEACHERS HAD BOTH THE HIGHEST TURNOVER RATE AND THE GREATEST PROPORTION PLANNING TO ENTER ADMINISTRATION, (4) MOST TEACHERS CAME FROM NEW YORK CITY, (5) PROMOTION EXAMINATIONS WERE HELD UNSATISFACTORY BECAUSE OF LACK OF MEASUREMENT OF "REAL ABILITIES," ETHNIC DISCRIMINATION, EXAMINER BIAS, AND FAILURE TO HELP RETAIN GOOD PEOPLE. BELIEF IN THE EXAMINATIONS INCREASED AS A FUNCTION OF YEARS OF SERVICE, AND (6) STAFFS ARE MORE FULLY INTEGRATED THAN STUDENT BODIES. RECOMMENDATIONS WERE--(1) IMPROVE RECORD KEEPING TO MAKE PERSONNEL INFORMATION READILY AVAILABLE, AND (2) INITIATE A COMPREHENSIVE STUDY OF THE FUNCTIONS OF THE BOARD OF EXAMINERS. (PP)

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TEACHER MOBILITY IN NEW YORK CITY

A Study of the Recruitment, Selection, Appointment, and Promotion of Teachers in the New York City Public Schools

by
Daniel E. Griffiths
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U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
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Center for School Services and Off-Campus Courses
School of Education, New York University

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CENTER FOR SCHOOL SERVICES
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TELEPHONE: SPRING 7-2000

August 30, 1963

Mr. Max Rubin, President
Board of Education
110 Livingston Street
Brooklyn 1, New York

Dear Mr. Rubin:

In fulfillment of the agreement dated April 18, 1963, between the Board of Education of the City of New York and the Center for School Services, I am pleased to submit 100 copies of a report of a study of Teacher Mobility In New York City.

The Board of Education and its staff deserve commendation for the vision and concern which led them to secure professional assistance in gathering impartial data on the crucial issue of school personnel policies and practices. This report will serve its purpose best if it is studied and discussed by all who are concerned with education in New York City. To this end the study team is prepared to assist with the presentation and interpretation of its report.

As you know, this is a fact-finding study which makes no attempt to draw conclusions, render judgments, or make recommendations. Some of your top-level administrative staff have discussed the possibility of securing the services of the Center for the tasks of interpreting the data, drawing conclusions from them, and making recommendations. You may be sure that New York University and its School of Education will maintain a continuing interest in the New York City Schools and stand ready to arrange for additional services as requested.

If there is anything I can do to be of further service, please do not hesitate to contact me.

Sincerely yours,

Lou Kleinman

Lou Kleinman, Director

LK:mrf

cc: Dean Daniel E. Griffiths,
Project Director

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The research team is grateful to Superintendent Calvin E. Gross for his own and others' inspired cooperation. Special mention must be made of the role of Dr. Bernard E. Donovan, Executive Deputy Superintendent of Schools. He served as liaison between the school districts and the research team. No request of the team was overlooked. All materials and assistance were quickly, efficiently, and pleasantly given. The study would have been incredibly difficult without his assistance.

A high level of appreciation also is held by the researchers for the leaders, associate leaders, and numerous staff members of the following divisions and bureaus: the Division of Personnel and Teacher Training, the Board of Examiners, Bureau of Educational Statistics, Bureau of Educational Program Research and Statistics, Human Relations Unit, In-service Training Unit, Bureau of Teachers' Records, Bureau of Appointments, Bureau of Audit, and Office of Teacher Recruitment.

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One of the research associates visited Chicago, Detroit, and Philadelphia to obtain information on the personnel policies in those school systems. We acknowledge with gratitude the fine cooperation he received from associate superintendents, assistant superintendents, divisional directors, assistant divisional directors, and their staffs.

In obtaining information regarding the City University of New York, nine persons in particular were helpful. All hold administrative positions within the university. We are grateful for their excellent contributions to this study.

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GLOSSARY

Administrator: In the New York City public school system, such persons as clerks, secretaries, and directors of record bureaus are called administrators. However, in this study the term administrator denotes principals, assistant superintendents, and the like.

Appointment: The status held by a person serving under a regular license while filling a position.

Assignment: The status held by a person serving under a substitute teacher's license while filling a vacancy.

The Board: Collectively, those persons working at 110 and 131 Livingston Street.

Dual Preference: The status held by a teacher when his current principal and district superintendent, together with his prospective principal and district superintendent, express approval of his request for inter-building transfer.

In Excess: The status held by a teacher whose current position is no longer required and/or available in his particular school building.

Initial Entry: That point in time when a file number is assigned to a person's name by the Division of Personnel.

Promotion: A change in position with a change in rank.

Recruitment: Those activities designed to obtain and retain teachers in the school system.

Selection: Those activities undertaken by the Board of Examiners to determine whether an applicant fulfills the requirements set for a particular position by the Board of Education.

Teacher: Any professional employee of the New York City public schools whose training and work is in pedagogy; e. g., classroom teacher, guidance counselor, principal, deputy superintendent.

Transfer: A change in position without a change in rank.

Vacancy: An authorized position for which no regularly licensed teacher is available and which is currently open or being filled temporarily by a substitute teacher.

Chapter I
INTRODUCTION

This report is a description of certain personnel practices in the public schools of New York City. It is not the usual personnel survey, which looks only at rules and regulations, but a study that gets at the actual inner workings of the New York City school system.

The study has one major purpose, namely, to describe personnel practices in four areas: teacher recruitment, teacher selection, teacher appointment and teacher assignment, and opportunities for promotion. In all cases the study will report the formal practice, that is, how the system is supposed to work according to policy, rules, regulations, and official perceptions. In addition, the report will indicate, to the extent of the researchers' ability, the way the system actually does work. These two approaches generally vary, sometimes to a dramatic degree. Within this framework the study simply attempts to answer the question, "Just what is going on in the New York City school system?"

This study was carried out at the request of the New York City Board of Education by the Center for School Services and Off-Campus Courses of the School of Education at New York University. Dr. Bernard E. Donovan, Executive Deputy Superintendent of Schools, was the Board official responsible for liaison with the research staff, and Dr. Daniel E. Griffiths, Associate Dean, School of Education, New York University, was the research team's liaison with the Board.

Discussions which preceded the signing of a contract began in late April, 1963. The staff was assembled and commenced work in May, the termination date being August 31, 1963. It must be noted that the short space of time allocated for the study constituted a major handicap against which the research team struggled.

Research Staff

The research staff was built to include professionals with special competencies needed for the study. The entire staff is listed at the beginning of this report. Thirteen graduate students were assembled to do interviewing, record inspection, coding, and some data analysis. All worked under the close supervision of one or more of the research associates. The graduate students, with one exception, were drawn from various graduate departments of New York University. These included educational administration, educational psychology, sociology, psychology, and anthropology.

With the need for speed and concentrated effort being what it was, the total research staff was retained on as nearly a full-time basis as possible. The director served part-time and without cost to the project (New York University policy precludes payment to administrators for university-sponsored "outside" projects). Other professional staff members worked full-time with minor short-time leaves from the project. All graduate students worked full-time to the end of July.

Over-all Statement of Procedures

The research team's basic orientation is toward what is called the field study. In this type of research the investigator approaches the school system with as few preconceptions as possible and endeavors to describe as precisely as possible what he sees, hears, and senses. In pursuing this objective he uses interviews and questionnaires, explores records, and absorbs reports by other investigators. He usually employs the technique called "the participant-observer, " but the time was too short to use it extensively in this study.

The approach and basic theory of this team was developed earlier in numerous studies and may be examined in the writings of team members.[1]

The Teacher Interviews

Purpose

One facet of the design of the study was the collection of data from a sampling of the professional personnel. The interview was chosen as a suitable method for gathering these data from the teaching staffs of a number of schools which were queried regarding the four aspects of the study, namely, teacher recruitment, teacher selection, teacher appointment, and promotion.

Selection of Sample

The sample for the teacher interviews consisted of 18 schools selected with the assistance of Dr. Joseph Justman and Dr. Madeline Morrissey. These schools were selected as representative of all levels of organization—elementary school, junior high school, academic high school, vocational high school, and "600" school—and were situated in a variety of neighborhoods. The schools chosen were:

Elementary

P.S. 41 (Greenwich Village), 116 West 11th Street, Manhattan
P.S. 187, 187th Street & Cabrini Boulevard, Manhattan
P.S. 46 (Alley Pond, 218th Street & 67th Avenue, Queens
P.S. 614 (Sterling), 227 Sterling Place, Brooklyn
P.S. 157 (Franklin), 850 Kent Avenue, Brooklyn
P.S. 51 (James Paulding), 810 Trinity (158th St.), Bronx
P.S. 94, Kings College Place, Bronx
P.S. 173 (Fresh Meadow), 67th & Fresh Meadow, Flushing

---

[1] Daniel E. Griffiths, David Clark, Richard Wynn, and Laurence Iannaccone, ORGANIZING SCHOOLS FOR EFFECTIVE EDUCATION (Danville, Illinois: Interstate Press, 1962); John Hemphill, Daniel E. Griffiths, and Norman Frederiksen, ADMINISTRATIVE PERFORMANCE AND PERSONALITY (New York: Teachers College Bureau of Publications, 1962); Daniel E. Griffiths, ADMINISTRATIVE THEORY (New York: Appleton-Century-Crofts, 1959).

Junior High

Joan of Arc, 154 West 93rd Street, Manhattan
Paul Laurence Dunbar, 890 Cauldwell Avenue, Bronx
Queens Village, 213010 92nd Street, Queens

Senior High

Midwood, Bedford and Glenwood, Brooklyn
Taft, 240 East 172nd Street, Bronx
Richmond Hill, 89-30 114th Street (89th Ave.), Queens
Hughes, 351 West 18th Street, Manhattan

Vocational High

Art & Design, 1075 Second Avenue, Manhattan
Woodrow Wilson, 150-10 Baisely Boulevard, Jamaica
Chelsea, 131 Avenue of the Americas, Manhattan

The above listing of the schools selected gives their location in the borough neighborhoods.

The following table, Table I-1, indicates the school-sample representativeness of the New York school system by borough, and the number of teachers interviewed at each organizational level. No teacher interviews were conducted in the borough of Richmond.

Table I-2 shows the number of interviewees in each borough at each organizational level as compared with the distribution in our racial census. The census data were used because no other reliable figures were available. The interview sampling was selected to represent four grades of schools (very good, good, average, and poor) at each organizational level. With these conditions at the outset, the interview sampling could be expected to approximate the racial census.

Table I-3 compares the ethnic distribution of the interviewees and the racial census. This table indicates that the distribution among interviewees approximates that in the school system.

Table I-1

NUMBER OF SCHOOLS AND TEACHERS IN THE INTERVIEW SAMPLE, BY BOROUGH AND ORGANIZATIONAL LEVEL

Organizational Level	Number of Schools					Number of Teachers		
	Man-hattan	Bronx	Brooklyn	Queens	Total Number of Schools	Total Number of Teachers	Number of Teachers Interviewed	Interviewees: % of Total Number of Teachers
Elementary	2	2	1	2	7	258	246	95.34
Junior high	1	1	0	1	3	244	183	75.0
Academic high	1	1	1	1	4	440	384	87.27
Vocational high	2	0	0	1	3	238	196	82.35
"600" schools	0	0	1	0	1	16	16	100.0
TOTAL	6	4	3	5	18	1196	1025	85.7

Table I-2

COMPARISON BETWEEN DISTRIBUTION OF INTERVIEWEE SAMPLE AND THE RACIAL CENSUS, BY ORGANIZATIONAL LEVEL AND BOROUGH

Borough and Organizational Level	Interviewee Sample		School System Census	
	Number	%	Number	%
Manhattan				
Elementary	46	4.5	4031	9.5
Junior high	52	5.1	2289	5.4
Academic high	62	6.0	1303	3.1
Vocational high	142	13.9	896	2.1
SUBTOTAL	302	29.5	8519	20.1
Bronx				
Elementary	88	8.6	4026	9.5
Junior high	76	7.4	2072	5.0
Academic high	111	10.8	1232	2.9
Vocational high	0	0.0	281	0.6
SUBTOTAL	275	26.8	7611	18.0
Brooklyn				
Elementary	57	5.6	7936	18.8
Junior high	0	0.0	3650	8.6
Academic high	82	8.0	3255	7.7
Vocational high	0	0.0	902	2.1
SUBTOTAL	139	13.6	15743	37.2
Queens				
Elementary	71	7.0	4167	9.8
Junior high	55	5.4	1822	4.3
Academic high	129	12.6	2487	5.9
Vocational high	54	5.3	494	1.2
SUBTOTAL	309	30.3	8970	21.2
TOTALS	1025	100.2	40843	96.6

NOTE: Total teacher population of New York City Public School System = 42233.

Table I-3

ETHNIC DISTRIBUTION IN THE INTERVIEWEE SAMPLE AND THE RACIAL CENSUS

Race	Number of Interviewees	Number in Racial Census	Per Cent of Interviewees	Per Cent in Racial Census
Other	971	38,490	94.7	91.2
Negro	51	3,498	4.9	8.3
Puerto Rican	3	235	0.3	0.5
	1,025	42,223	99.9	100.0

The combined staffs of these schools totaled 1196. Each principal was notified by the Executive Deputy Superintendent and asked to participate in the study. A general description of the project was included in the correspondence. A visit was made to the school by one of the research associates to explain the study more fully and to arrange for the interviews.

Preparation of the Interview Protocol

The research associates drafted an interview protocol which would serve as a guide for the interview procedure. Questions were formulated to obtain teacher perceptions, insights, and reactions concerning recruitment, selection, appointment and assignment, and promotion in the school system.[1] The questions were especially structured to obtain specific data from each interviewee and to learn what opinions and ideas he had of the school personnel practices. Motivation for joining the school staff, educational background, length of time it took to obtain a license, the examination procedure, the first assignment and its suitability, the orientation program, the number of school assignments, promotions—

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[1] Copy of interview protocol is in Appendix B.

these were among the areas covered by the questions. Open-ended questions were asked in order to allow freedom of expression. Each teacher was asked to state his ideas concerning desirable procedures in the four aspects cited above.

Another instrument was designed to facilitate the recording of the information from the teachers in data form. The 13-page guide for data-recording included a demographic sheet for statistical information on age, sex, years in the system, licenses held, etc. The guide provided space after each question for the teacher's comments, suggestions, and evaluation. Its last page was given over to the teacher's suggestions for better personnel practices. Many questions in the interview protocol were structured to probe the staff members' thoughts regarding personnel practices. These comments were entered on the appropriate pages of the guide.[1]

Selection of the Interviewers

Thirteen advanced graduate students were selected to assist in the study. Each applicant was interviewed by Dean Griffiths and by one of the research associates. Those who were selected to join the group represented these disciplines: cultural anthropology, clinical psychology, education, sociology, psychology, and social work.

The research assistants reported for work on May 15, 1963. After an explanation of the study and its purpose, they were trained to interview. Practice sessions with each other were held and the results of these interviews were evaluated. After making arrangements with the principal, a full day was spent interviewing the teaching staff of a nearby elementary school to uncover any difficulties presented by the use of the protocol. This "trial run" was evaluated, and corrections were made.

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[1] Copy of data-recording guide is in Appendix B.

Schedule of Visits

The teaching staffs and administrators of 18 schools were interviewed. Arrangements for the visits were made by contacting the principals. The purpose of the study was defined for them. Each principal was asked to inform his teachers as he had been informed, and to assure them that no names would be asked for or recorded by the interviewers. In every case, the principal and his assistants set a schedule providing time and a substitute for each teacher interviewed on the day of the visit. There were varying degrees of privacy, but in each instance the interviewer was seated alone with the teacher. For example, there were times when there were two or more interviews going on in an auditorium. Following each individual session, the interviewer had 10 to 15 minutes to record his data. Each session took from 45 to 60 minutes. The number of teachers interviewed was 1025.

Forty-five principals, assistant principals, acting assistant principals, and school secretaries were interviewed for their ideas and comments regarding promotion policies.

Only the responses of the teachers are in this interview study. The responses of the administrators and others were not computer-analyzed but are discussed in Chapters III, IV, and V.

Open days were provided in the school-visit schedule when the interviewing staff met on the New York University campus to discuss and evaluate the procedures.

Systematic Arrangement of Interview Data

The interview data forms (guides) were collected the morning following a school visit. They were numbered and filed at the University. The field notes of each interviewer were also gathered and filed.

A method for systematic extraction of the data from the interview reports was designed. The five organizational levels (elementary, junior high, academic high, vocational high, and "600" schools), the ethnic categories ("other," Negro, and Puerto Rican), and 11 other categories (male or female, substitute or regular, stable or mobile, promoted or unpromoted, etc.) were to be run against 107 variables such as age, sex, license, degrees held, any extra license, kind of orientation, etc., for each teacher.

A coding procedure and a code sheet were designed for the transfer of the data from the interview guides to Hollerith (punch) cards. Four of the research assistants were trained to code the data. Several preliminary sessions were held to practice, discuss, and evaluate the procedure. During the course of this work, an inter-coder reliability was computed.

Procedure for Establishing Inter-coder Reliability

The procedure for establishing inter-coder reliability in the coding of the data from 1025 interviews was as follows:

1. Ten interviews were randomly selected for an initial coding.
2. Each of the four coders coded all ten of these interviews independently.
3. The resultant codings for each interview were compared, and the number of discrepancies was tabulated.
4. The number of pairings among the four coders was six. The average number of discrepancies for the entire ten interviews between each pair of coders was determined.
5. The average number of discrepancies between each pair of coders was computed by using this equation:

$$\frac{\text{average number of discrepancies}}{\text{total number of items to be coded}} = \frac{x}{131} = \text{average number of discrepancies.}$$

6. The average percentage of discrepancies between the six pairs of coders was calculated by using:

$$\frac{\text{sum of average percentages of discrepancies between pairs}}{\text{number of pairs}} = \frac{x}{6}$$

$$= \text{over-all percentage of discrepancies among coders.}$$

Table I-4 contains the results of the procedure for establishing inter-coder reliability.

Preparation of Data for the Computer

A computer print-out format and computer programs were written for the treatment of the data in accordance with the procedure described above. The Fortran System was used with an I. B. M. 7090 computer.

Analysis of Uncodable Data

The interview forms (guides) contained a considerable number of comments by the teachers. Such information had been gathered in the informal part of the interview and was related to the four aspects of the study. Since time did not allow for a complete content analysis of this information, another procedure was devised to convert it into meaningful components for study. The resolution of this problem is described in the Theme Analysis section of this chapter.

Utilization of These Data

The treatment of the teacher-interview data produced a considerable output. Those findings are used in the following chapters of the report.

The Cohort Study

The cohort study was designed as a quantitative investigation of recruitment, selection, and subsequent teacher mobility over a period of time. The researchers sought through a study of written records at 110 and 131 Livingston Street the career story of those who achieved initial entry in the calendar year 1950. This year was chosen for two main reasons: (1) interviewees at the Board had indicated that for a study of promotion a somewhat extended span of time was needed; since the period between January, 1950, and June, 1963, may be perceived as thirteen years and is not less than one-third of a teaching career, the choice of

Table I-4

INTER-CODER RELIABILITY IN TEACHER-INTERVIEW DATA CODING

Interview Number	Number of Discrepancies Per Code Sheet (131 codes per sheet)					
	Coder #1 vs. Coder #2	Coder #1 vs. Coder #3	Coder #1 vs. Coder #4	Coder #2 vs. Coder #3	Coder #2 vs. Coder #4	Coder #3 vs. Coder #4
1	1	3	3	3	3	4
2	2	4	7	6	6	11
3	4	4	3	4	4	1
4	2	7	4	7	5	3
5	4	9	9	7	7	8
6	1	10	3	6	3	9
7	2	6	2	5	1	4
8	4	8	3	5	6	10
9	5	7	10	5	7	2
10	9	3	2	9	10	1
Average number of discrepancies per data sheet	3. 4	6. 1	4. 6	5. 7	5. 2	5. 3
Percent discepancies per data sheet*	3%	5%	4%	4%	4%	4%

*Average percent of discrepancies among the four coders: 4%

1950 seemed to allow time for promotion; (2) the year 1950 was a normal year in that World War II veterans were already in the schools and the impact of the Korean conflict was not to appear until June, 1951.

The total list of names from which the cohort sample was chosen consisted of the names appearing on Requests for Certification for all licenses, issued by the board of examiners and approved by the Board of Education of the City of New York during the year 1950. These Requests for Certification are on file in seven cardboard boxes in the basement record repository of the Board of Education building at 110 Livingston Street. In accordance with the findings of 1025 personal interviews with teachers in the New York City school system (collected prior to the initiation of the cohort study), it was decided to limit the selection of the sample to names appearing on Requests for Certification issued for substitute licenses and subsequently approved during the year 1950.[1] All Requests for Certification for a substitute license that were granted in 1950 were included in this set of names regardless of school level (i. e., elementary, junior high, academic high, etc.) or content (i. e., Spanish, English, Physical Education, etc.). Excluded from the set, however, were clerks, maintenance personnel, regular teachers, and individuals licensed for teaching in the evening schools.

This set was stratified into four major groups:

1. Day Elementary Schools (Kindergarten, Early Childhood, and Common Branches)
2. Junior High Schools
3. Day High Schools (Academic and Vocational)

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[1] The specification of this set of names was determined by the conclusion that the primary mode of entering the New York City school system is the receipt of a substitute license. It should be noted that this set does not include those individuals who may have taken an examination for the substitute license earlier and would have been certified in 1950, but failed the examination and never were certified. Such individuals were not relevant to the present study. Likewise those individuals who may have been certified for administrative positions were excluded.

4. Special Services (Deaf and Hard of Hearing, Children with Retarded Mental Development, Speech and Speech Improvement, Homebound Children)

These groupings emerged naturally from an examination of the certification requests issued by the board of examiners. The purpose of so stratifying the set was to ensure that the final sample chosen would be as representative as possible of the actual population of substitute licenses issued in 1950.

It is the policy of the board of examiners to request certification of teachers in each of the above four strata by list. That is, a list containing a number of teachers' names for a particular level (e. g., elementary schools) will be submitted to the Board of Education for certification. The length of any one list depends upon the number of teachers who fulfilled the requirements for a license at that level. It was immediately apparent from a cursory survey of the files in which the certification requests were kept that the individual lists for 1950 contained a widely varying number of names. For example, fewer teachers qualified for certification in the area defined above as Special Services than in an area like Elementary Schools.

In order to allow for variations in length of lists and to obtain a random sample for each stratification within the set, it was decided to employ the following procedures:

1. Within each of the seven boxes containing the filed Requests for Certification, the folders were numbered and filed in chronological order as they were returned from the Board of Education; i. e., after the Board of Education had dealt with them. Each of the seven boxes was numbered on the outside to indicate which folders were contained therein (e. g., "Nos. 1-70"). In choosing the sample, each of the seven boxes was dealt with in numerical order following the numbers which appeared on the outside.

2. Within each box, every folder was examined to determine whether or not it contained granted certification requests for substitute teachers as specified above. If such was the case, it was then determined to which stratum the names listed therein belonged.

3. It was decided to take every fifth name of individuals who were granted certification within each separate stratum. For the first folder that appeared belonging to any one stratum, the fifth name listed was the first name to be recorded. From that point, every fifth name within that particular group was recorded and became a part of the sample.

4. Because the folders (some 500) were not initially sorted into the four groups, it was necessary to make a tally sheet to indicate how many names had been counted within each separate stratum. Thus, if at the end of one folder three names had been counted, we were able to begin listing the names in the next folder which belonged to that group with the number "four". Because the numbering was continuous from folder to folder, we were able to ensure to the best of our ability that no folder would be excluded in the sampling procedure.

The sampling procedure resulted in the following distribution of names within each of the four strata:

1.	Day Elementary Schools	200
2.	Junior High Schools	173
3.	Day High Schools	195
4.	Special Services	39
	TOTAL	607

These four lists of names were then taken to a master file located in the Bureau of Teachers' Records at 110 Livingston Street. This file contains a 3 x 5 card for every teacher licensed by the Board of Education of New York City, in any capacity, since about 1898. Each card contains the following information:

1. A file number issued by the Board of Education, used as the official identification for all information on any teacher to be found in the records of the Board.

2. All licenses issued to a particular teacher, including date of issuance, level of license, and subject area if any.

3. Any change of name whether by marriage, divorce, or court order.[1]

All of this information was then recorded for those of the 607 individuals in our sample for whom a file card could be found. Those for whom a file card and therefore a file number could not be found were dropped from the sample; there were 22 such cases.

Once the collected file numbers were arranged in numerical order, it was apparent for the first time that some persons had obtained more than one substitute license in 1950. File numbers appearing in the collection a second time were termed "duplicates" and dropped from the sample; there were 19 such cases.

It was discovered in recording all of the licenses issued to each individual teacher that some of the names obtained from the 1950 certification requests were those of individuals who had also received a license prior to 1950. According to the specifications by which the sample was defined, only teachers who received their first substitute license from the Board of Education in 1950 were to be included. It was therefore necessary at this point to drop from the sample all teachers who were discovered to have received a license prior to 1950. There were 122 such persons.

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[1] If a woman was unmarried at the receipt of her first license and was subsequently married, a notation of the married name appears on the file card under her maiden name. Another file card under the married name is then begun, and all subsequent licenses (received under the married name) are listed on the new file card. If a woman was married at the receipt of her first license, the maiden name may or may not be listed, but all licenses will appear on the card. If a married woman was divorced after receipt of her first license, a notation of the name used after the divorce will appear on her card. Another file card, under the name used after divorce, is then begun and all subsequent licenses will be listed under the new name. The same procedure of cross-reference is followed for multiple divorces and for changes of name by court order for both men and women.

A yet unexplained discovery is that of two cases in the sample whose first license was granted after 1950. The researchers determined only that the 3 x 5 card's listing of licenses agrees, in both cases, with information contained in the individual's personnel envelope located in the basement repository at 110 Livingston Street, and that neither of these agrees with the notices of certification from which the two names, respectively, were taken. These two cases were dropped from the sample.

After adjusting the sample as described above, the file numbers of those remaining in the sample were sent to the Bureau of Audit at 131 Livingston Street. The I. B. M. division of the Bureau of Audit then punched an I. B. M. card for each file number received. These cards were subsequently matched with an existing deck of cards representing all teachers currently appearing on the payroll of the Board of Education. From this procedure the following lists were obtained:

1. A list of persons from the sample who are currently active under appointment.
2. A list of persons from the sample who are currently under appointment, on leave.
3. A list of persons who are currently serving as regular substitutes.[1]

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[1] The distinction must be made here between "appointment" and "assignment" as they pertain to the status of a New York City teacher. Only an individual licensed as a regular teacher receives an appointment. Teachers licensed as substitutes, whether serving in a per diem or regular capacity, are assigned. Thus, the lists referred to in items 1 and 2 above consist of regular teachers by this definition. The list in item 3 refers only to substitute teachers.

These three lists did not exhaust the total sample. Included in the remaining group were:

4. Individuals who have held only a substitute license, excluding those in item 3 above.

5. Individuals who may have had an appointment and are now inactive.

6. Individuals whose records could not be located in the files for one reason or another.

From lists 1 and 2 supplied by the Bureau of Audit (described above), a 3 x 5 card was filled out with the file number and name of each teacher, to facilitate data collection. These cards were then taken to the Teachers' Card File located in the Bureau of Teachers' Records, 110 Livingston Street. This file contains a card for every teacher currently under appointment by the Board of Education (only regular teachers), whether actively serving or on leave. Each card contains the following information:

1. A list of all appointments and the duration of each appointment.

2. The school and the district in which each appointment was made.

3. Type of position for which each appointment was made.

4. All regular licenses held by the teacher and the date of their receipt. Examination scores for each license held.

5. Notation of any leaves or sabbaticals taken by the teacher including date, duration, and reasons for same.

6. Notation of resignation, reasons for resignation, and any re-entry into the system if it occurred, including dates for same.

7. Substitute service credit granted to the teacher at the time of initial appointment (by semesters or years).

8. Increment salary steps for regular appointments.

Data were collected from these cards and immediately coded for I. B. M. punching according to a procedure which had previously been developed. These data were collected for each individual appearing on lists 1 and 2 for whom a card could be found. (There were 5 individuals whose cards either had been charged out of the file or were unavailable.) Specifically, the data collected were:

1. Information concerning the teacher's first three appointments and his current appointment, including for each appointment the type of school, building number, district, borough, year, duration of appointment, and type of position; length of time prior to the first permanent appointment was also recorded.[1]
2. Leaves of absence--only the first three in chronological order, and reasons for same.
3. Cessation of service, if any; year and reason for same. Level of license held at time of cessation. Re-entry into the system, if any, including year and changes in building, borough, and district following re-entry, if any. Number of re-entries if more than one occurred.
4. Amount of substitute service credited toward salary level at the time of first appointment.

Following the collection of these data for all individuals on lists 1 and 2 above for whom such cards were available, 3 x 5 cards were made up containing the name and file number of all individuals remaining in the sample who had not been excluded for the reasons noted above. Of this remaining group, all individuals who had one or more regular licenses (as indicated on the 3 x 5 master file card described above) were checked against the inactive file in the Bureau of Teachers' Records. The cards in the inactive file contain the same information as appears in the Teachers' Card File and include the reason why a teacher is no longer active, i.e., death, resignation, etc. This action was taken on the assumption that an individual who had held at least one regular license may have had an appointment at one time but be presently inactive. In such a case, the card would have been transferred from the Teachers' Card File to the inactive file. The remainder of this group, i.e., those for whom a card could not be located in either the Teachers' Card File or the inactive file, were then considered to have never had an appointment.

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[1] Information as to borough could be ascertained from the district code of the Board of Education. The Bureau of Audit provided a list of I. B. M. code numbers for high schools, which was employed by the study (there are names but no numbers for New York City high schools). This code provided information regarding borough and level of the high school (i. e., academic or vocational). In instances where district numbers were not noted for high schools and in cases where a numbered school was not identified as to level (i. e., elementary or junior high school), the "Official Directory of the Board of Education of the City of New York, 1963" was able to provide this information.

Having collected all available data as described above, a cumulative record envelope was obtained from the basement record repository at 110 Livingston Street for each individual remaining in the sample. The following information was available in these folders:

1. All applications for license examinations whether passed or failed.
2. Applications for continued validity of licenses obtained, whether granted or refused.
3. All applications for resignation.
4. Records of substitute service.
5. Records of evaluations of service by school administrators.
6. Any and all correspondence between the teacher and any department of the Board of Education.

In some cases all of the information listed is not available in a particular folder.

7. Any and all correspondence between any department of the Board of Education and persons other than the teacher himself. This includes communications within the Board.

Envelopes for all individuals in the sample (as defined above) were sought in the basement record repository. Due to records being in use elsewhere, there were some cases for whom an envelope could not be found; for this reason 17 individuals were subsequently dropped from the sample. Data were collected from these envelopes and immediately converted into the code for I. B. M. punching that had been developed. Specifically, the data collected from the envelopes were:

1. Sex.
2. Marital status of women at the application for first substitute license in 1950.
3. Number of education and content courses taken by the teacher and whether practice or student teaching was included in the education courses prior to the 1950 substitute license.
4. Place of birth, location of high school from which graduated, last college attended prior to receipt of 1950 substitute license, highest degree earned up to 1950 substitute license, residence at time of 1950 substitute license.
5. First substitute license expressed in terms of level of license. When a person received two substitute licenses at the same time (e. g., a junior high school and high school license in the same subject), the lower level license was noted as the initial one and the higher as a subsequent one.
6. Licenses granted after the first 1950 substitute license, expressed in terms of year and level of license, through 1962.
7. Total number of examinations failed after the receipt of the first 1950 substitute license.
8. Length of time between filing of application and receipt

of first 1950 substitute license.

9. Length of time between filing of application and receipt of first regular license.

Having collected all available data from the Bureau of Teachers' Records and the basement record repository, information was sought for every individual remaining in the sample (including those for whom envelopes could not be found) as to whether he had ever served as either a per diem or a regular substitute. This information was located in the substitute service record ledgers in the Bureau of Audit, 131 Livingston Street. Records from September, 1949, through June, 1963, were examined. This information was immediately converted into a code suitable for I. B. M. coding.

Following these data-collecting activities came a period devoted to analysis of collected information, the results of which appear in tables and comments later in this report. Four researchers' errors were detected during this period and the appropriate cases dropped from the sample. Also dropped were three cases for whom information vital to the study was incomplete. Table I-5 on page 23 shows the number of persons, by category, eliminated from the original sample of 607.

The present career status of the 413 persons remaining in the sample is indicated in Table I-6. The general characteristics of these 413 are presented in Table I-7.

The Census Study

In order to learn the racial composition of the New York City school personnel a census was taken. Most of the data were gathered by means of questionnaires sent to school principals. The principals were asked to report the number of Negroes, Puerto Ricans, and others on their buildings' staffs. These were reported in terms of personnel in current position less than three years and personnel in current position three or more years. They were further reported in categories involving

Table I-5

NUMBER OF COHORT STUDY DROPOUTS, CLASSIFIED BY REASON FOR EXCLUSION

No file number found	22
Duplicate names	19
Pre-1950 license	122
Post-1950 license	2
No basement envelope	17
No cumulative history record card	5
Inadequate records	3
Researchers' error	4
TOTAL DROPOUTS	194
Number remaining in sample	413

Table I-6

CAREER STATUS OF COHORT MEMBERS AS OF JUNE, 1963, NUMBER AND PERCENTAGE IN EACH CATEGORY

Status	No.	%
Under appointment, or under appointment and on leave, as of June, 1963	157	38.0
Regular substitute as of June, 1963	3	0.7
Served as a per diem sub within the first six months of 1963*	14	3.4
Left system after serving under appointment	42*	10.2
Between January 1, 1950, and December 30, 1963, served only as either a per diem or regular substitute but have not received appointments or assignments in 1963	138	33.4
Never served as a teacher in the New York City public school system	59	14.3
TOTAL	413	100.0

*Six others among these 413 teachers also left the system after serving under appointment. These are included among the 14 persons listed in the preceding category, "Served as a per diem sub within the first six months of 1963."

Table I-7

GENERAL CHARACTERISTICS OF THE COHORT SAMPLE

Characteristics of the Cohort Sample	Teachers in Cohort (N=413)					
	Male (N=191)		Female (N=222)		Total (N=413)	
1. Born in New York City.	155	81.2	185	83.3	340	82.3
2. Graduated from a New York City high school	175	91.6	183	82.4	358	86.7
3. Last College attended prior to initial entry was located in New York City.	162	85.8	196	88.4	358	86.7
4. Resided in New York City at time of initial entry.	178	93.3	203	91.5	381	92.2
5. Highest Degree earned at time of initial entry was a B. A. or higher. *	156	81.7	187	84.3	343	83.1
6. Did student practice teaching prior to initial entry.	73	38.2	80	36.0	153	37.0
7. Average number of education courses taken prior to initial entry.	186 semester hours		24.3 semester hours		21.7 semester hours	
8. Average number of content courses taken prior to initial entry.	32.5 semester hours		32.1 semester hours		32.3 semester hours	
9. Average age at initial entry.	26.7 years		23.9 years		25.2 years	

*As used here, B. A. means any bachelor's degree awarded by an institution of higher education.

different types of positions (e. g., regular substitute teachers, licensed regular teachers, acting department chairmen, and licensed department chairman). Information on the racial distribution of principals in the elementary and junior high schools, and among district supervisors, coordinators, and other personnel assigned to the school districts, was collected from the offices of the Assistant Superintendents with the aid of Dr. Richard P. Foote. Dr. Donovan's office collected data taken on the racial distribution in the "600" schools, and Miss Mary Meade supplied information on the racial distribution of academic and vocational high school principals. Data on personnel at 110 Livingston Street was supplied by Assistant, Associate, and Deputy Superintendents responsible for each division. In general, the technique was to have a line superordinate give information on those reporting to him.

The questionnaire returns from building principals were validated by a head count of all personnel in the vocational high schools of District 5-7-9. This was done on June 28, 1963.

The racial census was delivered to Dr. Bernard Donovan on August 9, 1963, and is Chapter VI of this report. It was written by Professor Iannaccone.

Theme Analysis

Some of the information gathered in the interviews with teachers could not be coded for analysis by computers, and a theme analysis was made. All of the comments were categorized and summarized. This analysis is reported in Appendix A.

Outline of Remainder of Report

A short glossary of terms precedes this chapter. Chapter II may be viewed as a summary of the total report. The cardinal points of the study are written in narrative form. The style is non-"research," and the chapter is designed to give the findings in as lucid a form as possible.

Chapters III, IV, and V are devoted to major aspects of the study. These are written in research style, complete with tables and other evidence to substantiate Chapter II. Chapter III is devoted to the recruitment of teachers and was written by Professor Goldman. Chapter IV describes the selection of teachers and the promotional examinations, and was written by Professors Benben and Griffiths. Chapter V, Mobility Patterns of Teachers After Initial Entry, was written by Professor McFarland. This chapter discusses assignment and reassignment, appointment and transfer, the helpfulness of definitions, informal promotions, acting promotions, and licensed promotions.

As can be seen, the report is not organized in sections which correspond to the four areas of personnel practices mentioned at the beginning of this chapter. In addition, the results of the interview study and the cohort study are not reported separately but are "fed in" to the report as they apply to the topic being discussed. Both of these steps were taken in order to present a report in which data could be reported in the most functional form possible.

The report concludes with a set of notes on needed research.

Chapter II

THE RECRUITMENT, SELECTION, APPOINTMENT, AND PROMOTION OF TEACHERS IN NEW YORK CITY

This chapter is a summary of the total study of personnel practices in the recruitment, selection, appointment, and promotion of teachers in New York City. It is written in narrative style and is developed around a teacher whom we shall call Miss A. The evidence for the generalizations made in this chapter is to be found in the subsequent chapters and appendices.

Miss A was born in New York City, went to the public schools in the city, and was graduated from one of the branches of the City University. She is not certain when she made up her mind to teach, but she does recall being encouraged to enter teaching by several of her own teachers as she moved through school. A number of her friends talked about teaching, and this seemed to reinforce the advice from her teachers. Her City University professors were oriented toward the New York City public schools, and she was further moved toward teaching by them. She has no recollection of any recruitment program by Board of Education personnel. She does not feel that she was in the least "recruited" for teaching by New York City. When asked why she is teaching in the city schools, she says it's because she lives in the city and, frankly, has never thought of teaching any other place. She thinks that most of her friends are entering teaching for the same reason, but she knows of several who are interested because of the income, the hours of work, and the vacations. Although Miss A doesn't know it, the number entering teaching for fringe benefits is greater now than it was in the past.

First Contacts With the System

Since Miss A was interested in teaching, she enrolled in a teacher education program at City University. Prior to enrolling, she passed a physical examination, a speech test, and an English examination. Her course work was designed to meet requirements for a New York State teacher's certificate, but since she was aiming at the junior high school, which calls for five years of preparation, she would have only a provisional state certificate at the end of her senior year. As an education student she took part in numerous activities designed to stimulate her interest in teaching. New York City teachers, members of the board of examiners, principals, and others from 110 Livingston Street, spoke to student groups at City University. She did student teaching in New York City schools, and half of it was done in a "difficult" school.

In the first semester of her senior year in college, Miss A was counseled by her faculty advisor to take the substitute examination. Since she wanted to be a junior high school social studies teacher, this was the examination to take. Her advisor told her that the department chairman would send a statement of eligibility for her to the Board of Education, and he also provided her with an application form. About a month after filing she was notified of the time and place for the exam.

The examination consisted of two parts, a written essay and an interview test. Miss A was asked to write a 450-word essay on the subject "How can the junior high school teacher help students adjust to school?" She knew that this paper would be read for grammar and meaning but not for her knowledge of education. The interview test consisted of a passage describing a typical classroom problem situation which she studied for 30 minutes. There were several questions at the end of the passage and she prepared answers to these questions. She was then brought before an examiner who was either a principal or a department chairman. She took about ten minutes to answer the questions and the examiner asked her a few more. Since she had taken a similar examination prior to her teacher training, and had had a "dry run" at her college, she thought the exam was "easy." (The board of examiners, in fact, considers the written exam a basic literacy test, and no scoring is done for professional knowledge.)

Two or three weeks later she received notice that she had passed and would need only to take a physical exam prior to teaching. She noted that practically everyone in the teacher-education program passed, and since she had heard that one in five failed, she wondered who those failing might be.

Getting a Job

Miss A now had a substitute license to teach social studies in a New York City junior high school. She could, of course, just wait for an assignment to come from the Division of Personnel. But teachers who know anything at all about the "system" don't wait, and Miss A knows about the system. She started what is called "shopping around." In small Vermont towns this is called "candidating"; there the embryonic teacher visits members of various boards of education until she locates a desirable position. In New York City "shopping around" takes on a different guise only because the system is so large and complex. Miss A wanted to teach in a school within easy public commuting distance since she knew that parking facilities for teachers are practically nonexistent at most schools and that an assignment from the Division of Personnel might put her as far away as one and a half hours of travel time. She also wanted a congenial principal and, while she wasn't particularly concerned about being in a "difficult" school, she didn't want an impossible one.

Miss A's father had a friend who knew someone who was a clerk in the Division of Personnel and the clerk provided some information. Other sources were the practice teachers and City University professors. With several schools on her list, she called the principals and made an appointment to see each one. Visits to each school gave her a chance to "size up" the principal, the students, and the school, including the teachers' lounge and other facilities. The visit also gave the principal a chance to see if she would fit well into his staff. In addition, she was turned over to an assistant principal who also interviewed her. Just before she made up her mind about the school in which she was to teach, she received a call from a principal whom she had not contacted. He had been studying the substitute list, had a vacancy, and was calling those who lived near his school. In spite of this call, she chose a position she had uncovered through her own shopping. Her newly acquired principal notified the Division of Personnel, and requested that Miss A be assigned to his school. Since she had a license and the principal was within the 70-30 Index, there was no reason for the request to be denied, and Miss A was appointed.

When Miss A recounted to her college counselor her adventures in obtaining an assignment, the counselor grumbled about the fact that, as usual, the Board had failed to use any of the college's carefully kept records on its students.

Miss A Begins to Teach

Miss A started teaching in September. The principal talked to the new teachers before school opened. He discussed some of the rules of the school, told when various reports were due, and wished them well. Miss A thought the orientation very informal but she supposed it was adequate. When she talked about orientation with her college classmates, she discovered that most of them had been given no orientation at all. With this brief introduction she met her classes and began the year's work.

Since she did not meet full state requirements for a teacher's license, having only a bachelor's degree while the state required five years of preparation, she registered at New York University for a master's degree. The New York University School of Education required the same type of speech and writing tests that she had already passed twice before. Once past these, and with her records in order, she was fully matriculated. So, with her new job and the work necessary to pass two graduate courses in the School of Education, she was committed to a full year of labor.

The first year of teaching was difficult, and Miss A often felt bewildered There were forms to complete, attendance records to be kept, large numbers of students to know, a school community which was strange, and a constant battle to overcome poor working conditions. She felt she had little help from her principal, and that what growth she attained was won through her own efforts and the assistance of fellow teachers. She did read over some Board of Education materials, but thought they contributed little to her growth as a teacher.

Knowing that she was not a fully qualified teacher, she was surprised to find so many other new teachers who were similarly deficient. Then, too, there were some new teachers who had not taken practice teaching in college, and others who had not studied the subject they were teaching. If Miss A had trouble, what were these teachers having?

During the spring she thought over the "shopping around" she had done during her senior year in college, and decided that she had made a poor choice. She went to the principal whose school she thought she would like better, and he agreed to take her. After one year as a substitute teacher she then moved to another school.

The Second Year

The second year was somewhat similar to the first, except that this time there was no orientation at all but, having had a year of experience, she felt better equipped to handle her problems. She noticed more of what was going on in the school, and learned more of how the system operated.

She wondered if teaching in senior high might not be better than junior high, so she "picked up" a substitute senior high school social studies teacher's license. The procedure and examination were almost identical to those involved in obtaining the junior high substitute license. She wondered why the Board of Education went to the expense of finding out what they already knew, and also why she had to be inconvenienced by taking the same test a second time within a year. Having taught for a year, she also wondered how the board of examiners could tell whether she would be a good teacher with that kind of test.

Four Categories of Teachers

While not interested herself in promotion out of the classroom, Miss A noticed that a sizable number of teachers, particularly men, seemed to do just about anything to get out of classroom teaching. She thought that maybe one in eight fitted this category. These were the teachers who were GASing, that is, "Getting the Attention of Superiors." Those engaged in GASing are on appointment. They have regular teaching licenses and 5 to 19 years of experience. They took jobs that seemed to Miss A to be irritants: teacher-in-charge of lunchroom, administrator of annual field day, chairman of teachers' interest committee, school coordinator of student teachers, or trainer of school track team. There was no extra salary for these posts, but they all gave the incumbent a place in the sun, even though not a very prestigious place. While the jobs are not particularly significant, they do give the teacher an opportunity to GAS. Miss A observed, though, that these GASers were the ones who gained more important positions such as acting assistant principal or, in the high school, the acting chairmanships.[1] It is clear to the New York City teachers that to climb in the system one must first GAS. The examination system validates the GASers; it does not create a pool from which promotions are made.

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[1] Robert Presthus points out in THE ORGANIZATIONAL SOCIETY (New York: Knopf, 1962), that the Upward-Mobile, who is very similar to

Miss A found herself part of the largest group of teachers in the city, that is, the group which may be called "pupil-oriented." Probably two-thirds of the teachers are in this category. Pupil-oriented teachers want to stay in the classroom, shun administrative tasks or supervisory positions, and are most interested in the children. Generally speaking, these are the dedicated teachers. When they complain, it is about large classes, in-school assignments, lack of visual aids, and the like.

Another type of teacher, found rather rarely, can be categorized as "subject-oriented," although the other teachers call them "intellectuals." These are found in certain of the superior vocational high schools such as Art and Design, or in the academic high schools. They constitute perhaps five per cent of the teaching staff. They, like the pupil-oriented teachers, are stable, moving horizontally only until they have found a congenial teaching position. Some do drop out of public school teaching, however. Some go to industry, while others get their Ph. D. and move on to college teaching. There are probably more subject-centered teachers in the natural sciences than in any other field.

A fourth group to be observed among the teaching staff may be called the "benefits-oriented" teachers. While they may have a mild interest in teaching, in the students, or in career enhancement, their real orientation is to the benefits which they receive from the system. It may be vacation, the extra income they make by moonlighting, short hours, or just the escape from boredom that they find in teaching. They

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the GASer in this study, makes up the bulk of those in management positions. Since, as Presthus points out, many of the characteristics of the upward-mobile are disfunctional in the organization, and since it appears to the research team that many aspects of GASing and many characteristics of the GASer are disfunctional also, serious questions are raised as to the consequences of the use of the present promotional ladder in New York City.

are horizontally mobile until they find a "good deal," at which time they settle down to reap the benefits. The benefits-oriented teacher complains about salary, working conditions, or other injustices he feels are his fate. Another group within this category is resigned, indifferent, or marking time. Some benefits-oriented teachers appear to have once been GASers but have become weary of the chase. They describe themselves as "I'm just an ordinary teacher." It appears that the benefits-oriented teachers constitute about 15 per cent of the professional staff.[1]

A Career Teacher

Having rejected the idea of leaving the classroom, there is little in the way of promotion in the system to interest Miss A. If she is to continue to receive salary increments beyond the sixth step, she must obtain a regular teacher's certificate Since she must attain a fifth year of preparation to be eligible for the license, completion of that year becomes a matter of priority. The shortest time in which this can be done is three academic years and two summers. This means that she must wait until her fourth year of teaching to take the regular teachers' examination. Miss A wants to be a career teacher, so passing the examination will be advantageous for her. If she fails, however, she can continue to teach in her present position. Since approximately a third of all New York City teachers are on substitute status, she would not be without company!

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[1] In his analysis of personnel in large organizations, Presthus forms a much higher percentage of Indifferents (as he calls this group) than did the research team. It may be that the professional nature of the teaching staff makes for a different set of categories of accommodation to the organization. At any rate, the two-thirds of the staff which can be designated as pupil-oriented or subject-oriented is a higher percentage of individuals devoted to the task of their organization than can be found in noneducational organizations.

The regular exam was announced in the spring, the written portion to be taken in November and the interview in December or January. The written exam is composed of two parts: a short-answer exam of 150 to 200 questions on social studies, and an essay similar in nature to the one in the substitutes' examination. The interview test is similar to the substitutes' exam, but with a more "searching" passage, and with three people on a panel rather than a single interviewer. Two of the panel are principals or other supervisors, and the third is a speech expert.

Miss A is to be notified in April as to her status. Should she pass, she would make arrangements with her principal (since she likes her position) to ask the Bureau of Appointments to place her in his school. She has used her substitute period to shop around. She has her spot and now seeks permanent appointment and tenure in position. While she is not personally interested in taking many more tests, she is fully aware of both her own attitudes and the attitudes of other teachers with regard to the examination-and-promotion process. Only about a third of the teachers are convinced that the promotional tests help retain good people.

Teachers generally feel that promotional tests are fair, although fewer than half of the negro teachers are of this opinion. Of those who feel the examination procedure is not fair, the common opinions are that there is ethnic discrimination and that the examiners are biased; these opinions are held by fewer than ten per cent of the teachers. Many vocational teachers tend to feel the prerequisites to promotion are discriminatory in that applicants must hold a degree. Most of the teachers are of the opinion that promotional opportunities are open to all. About a third of the Negro teachers, a quarter of the vocational high school teachers, and a fifth of the academic high school teachers feel that promotional opportunities are not open to all.

There is a feeling on the part of many in the vocational and academic high schools that they have not received the promotions to which they are entitled or for which they have applied.

There is concern among practically all the teachers, even those who strongly favor keeping the present examination system unchanged, that the exams do not select the best principals and supervisors. The feeling seems to be: "The tests are better than nothing, and we must have them, but they could certainly be improved."

Miss A further noted the almost frantic efforts on the part of the GASers to take tests. They appear to either be preparing to take a test, taking one, or waiting for the results of one. To say the least, teaching is not the prime interest of this group. There also seemed to be many days when the principal or supervisors were not available because they were participating as assistant examiners.

Miss A felt that there must be a better way to handle the personnel problems of a school system, especially when she heard that almost 40 per cent of the personnel have been in their present positions less than 3 years.

Chapter III

RECRUITMENT OF PROFESSIONAL PERSONNEL

Introduction

One of the most pressing problems continually facing educators is the need to secure teachers who are capable of transmitting to American youth the knowledge and the understanding necessary for living in, and contributing to, a modern, complex, ever-changing society. Compounding this problem is the need to increase the numbers already in the profession, for burgeoning student enrollments are causing tremendous teacher shortages in all areas of education. It is estimated that by 1970 a total of 2. 1 million teachers will be needed, an increase of 40 per cent over the present number.[1] Including teachers needed to provide for increasing enrollment as well as to cover attrition rates of teachers, the total annual need for new teachers is between 150, 000 and 200, 000.[2]

In order to attract capable people in adequate numbers, more and more school districts are increasing their recruitment efforts. Recruiting teams visit appropriate areas within their own locales or nationally, and make every effort to locate and employ potential teachers.

The three primary sources for these teachers are:

1. Those currently in the profession;
2. Young people coming up through the colleges and universities;
3. College-educated adults within the community who can qualify for teaching positions.

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[1] Joseph A. Kershaw and Roland N. Mekean, TEACHER SHORTAGES AND SALARY SCHEDULES (New York: McGraw-Hill Book Co., Inc., 1962), p. 11.

[2] Loc. cit.

These three areas suggest that recruitment involves the dual function of *obtaining* and *retaining* capable people for the profession.

Current supply and demand figures indicate, however, that the resource pool from which teachers may be drawn is limited. The following figures illustrate the demand for teachers nationally in 1963:[1]

1.	To replace those leaving	130,000
2.	To serve increasing enrollment	35,000
3.	To relieve overcrowding and to eliminate part-time sessions	30,000
4.	To give instruction and service not now provided	20,000
5.	To replace the unprepared	20,000
	Total need for 1963	235,000

The number of college graduates of 1963 likely to enter teaching (approximately 74.5 per cent of the new supply) is 117,000. The net estimated shortage for 1963 is 118,000.[2]

Simply stated, there are not enough qualified people for the profession, nor are the prospects very promising for increasing the supply in the near future.[3] Much effort is needed to attract more people into the teaching profession, and major focus needs to be upon:

1. *Economic rewards and opportunity for professional growth.* Inadequate salaries, especially for men with family responsibilities, are

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[1] *Teacher Supply and Demand in Public Schools*, N.E.A. Research Bulletin (1963), p. 20.

[2] *Loc. cit.*

[3] Nationally, out of 1962 college graduates, 82.3 per cent of those prepared for elementary teaching actually entered classroom service, while 69 per cent of those eligible to teach high school entered service.

a major contributor to dropout from the profession. Many male teachers are forced to hold second jobs in order to achieve some financial security. Holding two jobs tends to decrease effectiveness on the job and also to limit the amount of time available for professional growth. Many districts are moving toward establishing a salary structure which is high enough to obviate the need for a man to hold a second job in conjunction with teaching. These salary schedules are also being designed to compete effectively with other fields and professions bidding for quality people.

2. Teacher status. The prestige and status enjoyed by a teacher will vary from one community to another. There are many people who are lost to teaching because the profession is often viewed as being less prestigious than medicine, law, and the like. Upgrading the position of the teacher will improve the chances of attracting more people.

3. Nature of the job. Capable people often either leave, or fail to enter, the profession because they are not sufficiently challenged, or because of the impossible nature of the teaching situation. Sometimes this is due to lack of material or to working conditions which are not conducive to effective teaching. The unique talents of teachers must be recognized and allowed expression through challenging teaching opportunities.

The process of recruitment is cyclical in nature. Attracting capable people is very closely connected with what is commonly known as "incentive." When salary, professional status, and conditions for teaching are good, high-quality people are attracted to the profession. When the incentives are not attractive, quality people enter other professions, and those of lesser quality enter teaching. These low-quality people do little to enhance the image of the teaching profession. This bad image then tends to operate against attracting good people. Deterioration in the education process sets in and lack of confidence in the school system is generated.

The resource pool for teachers is affected and often drastic measures are needed to set the situation right again. Recruitment of competent people is therefore a vital aspect of an on-going educational plan.

In the New York City Public Schools, recognition has been given to many of the problems facing the recruitment program. Particularly is this true in the area of encouraging qualified people to teach in the difficult schools. In attempting to solve the problem of the hard-to-staff schools, working conditions there have been improved through reduction of class size, increased guidance staff, improved parking space arrangements, increased relief from noninstructional duties, and increased remedial services. Recruitment efforts have also been increased to attract enough capable people for these schools.[1]

In the next section of this report, recruitment practices in the New York City Public Schools are discussed. Data were obtained from (a) interviews with teachers from selected schools; (b) the cohort study; (c) interviews with appropriate officials at the four City Colleges (Brooklyn, City College, Hunter, Queens), New York University, and Teachers College, Columbia University; and (d) published reports related to recruitment in the New York City Public School System.

Recruitment in New York City

History

Before World War II, a formal program for recruitment of teachers seemed unnecessary, for the New York City school system enjoyed the blessing of having more qualified applicants than there were teaching vacancies. Occasionally, during the war, officials of the Board of Education visited colleges in the New York area to speak to students about opportunities available for teaching in the New York City schools. Such efforts, however, were personal gestures rather than organized attempts to recruit.

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[1] Fact Sheet: The Problems of Providing Teachers For Hard-to-Staff Schools, Board of Education, New York City (mimeographed).

After World War II, the situation was reversed and a shortage of qualified teachers was increasingly felt in the schools. Added to the student population explosion was the influx of Puerto Ricans and of Negroes from the South. Their language and substandard educational backgrounds required specially skilled teachers who were willing to work with students of such backgrounds. In addition, the exodus of capable teachers to the suburbs and to industry, where salaries and working conditions were more desirable, compounded an already acute problem of teacher shortage.

Recruitment Activities

The Board of Education did what it could to meet its immediate needs but it was not until the spring of 1955 that the Superintendent of Schools established a Committee on Teacher Recruitment. This committee functioned as a guide for other committees of the Board which were concerned with the problem of staff recruitment. The committee's purpose was to plan, coordinate, and stimulate recruitment activities. In November, 1955, the Board established the Office of Teacher Recruitment to coordinate recruitment activities with placement directors in the metropolitan New York area. From this office representatives were sent to colleges in several of the northeastern states to speak to students and to parents about the opportunities available in the New York City schools. Over the years this office has published and distributed a variety of colorful brochures and pamphlets highlighting the advantages of teaching in New York City.

Between 1956 and 1958 the Committee on Teacher Recruitment published interim and annual reports presenting the problems of staff recruitment, and suggesting ways and means of overcoming them. A review of these reports and of minutes of the meetings of the committee indicates that its prime purposes are discussing problems relative to staff recruitment, recommending solutions, and publicizing the need for teachers in New York City. The most limiting factor, which sharply curtails the productivity of the committee, is that it cannot hire teachers.

The board of examiners works rather closely with the Committee on Teacher Recruitment. Several changes in examination procedures have been put into effect as a result of joint action between the committee and the board; included among these are quicker scoring of exams and the administration of examinations outside the New York City area. The latter is possible because members of the board often join the recruiters in visiting colleges.

The activities of the Office of Teacher Recruitment have included the following:

1. Touring the colleges in the northeastern states to interest students of good potential.
2. Publishing the following booklets: "A Career for You," "They're Waiting for the Teacher. . . Maybe It's You."
3. Sending letters to college juniors in the city colleges over the superintendent's signature.
4. Sending letters to parents of selected junior high school students.
5. Setting up examination centers at Oswego and Cornell and in Washington, D. C.
6. Placing display advertisements as well as classified ads in New Jersey and New York newspapers.
7. Celebrating Future Teachers Day and encouraging Future Teacher Clubs throughout the city.
8. Cooperating with community agencies (Rotary, NAACP, Urban League, etc.).
9. Delivering on-campus talks.

Why Teachers Join the New York City School Staff

No data are available on the effectiveness of the recruiting activities described above in obtaining teachers for New York City. However, interviews with the teachers revealed that a very small number of them had entered the New York City school system as a consequence of formal recruitment procedures.

In Table III-1, "Reasons for Joining the New York City Teaching Staff" include reasons mentioned by the teachers who were interviewed. The figures in this table indicate the frequency of mention only. The question asked of the teacher was, "What motivated you to join the staff of the New York City Public Schools?" No check list was provided, and the teachers responded only in terms of the factors they wanted to mention. It may be that, had a check list been provided, the teachers might have included more reasons for joining the staff. Further, several of the teachers interviewed mentioned more than one reason; and these were tabulated and included among the responses. For this reason the N in the table refers to the total number of responses and not the total number of teachers who responded.

It may be seen that only 0. 6 per cent of the total number of responses was related to formal recruitment of those living in New York City, and there was only one response out of the total number which indicated that a person living outside the New York City area joined the staff as a result of formal recruitment; the latter response was from a teacher in an academic high school. At all organizational levels the prime reason given for joining the staff of the New York City schools was "living in the metropolitan area." The reason next in frequency was "income, hours, and vacation." "College orientation" represented slightly over 10 per cent of the total number of reasons given by elementary and academic high school teachers. This figure is lower for junior high school and vocational high school teachers. No mention of "college orientation" was

Table III-1

TEACHERS' MOTIVATIONS FOR JOINING NEW YORK CITY PUBLIC SCHOOL SYSTEM, BY ORGANIZATIONAL LEVEL (FROM THE TEACHER INTERVIEWS)

Reasons for Joining New York City Teaching Staff	Elementary (N=348)		Junior High (N=240)		Academic High (N=580)		Vocational High (N=282)		"600" Schools (N=21)		All Levels (N=1471)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Living in metropolitan area	211	60.6	154	64.2	314	54.1	136	48.2	11	52.4	826	56.2
Income, hours, vacation	47	13.5	34	14.2	68	11.7	58	20.6	4	19.0	211	14.3
Personal influence	40	11.5	21	8.7	67	11.6	32	11.3	2	9.5	162	11.0
Economic depression of the 1930's	1	0.3	4	1.7	31	5.3	19	6.7	0	0.0	55	3.7
Security	6	1.7	6	2.5	13	2.2	9	3.2	2	9.5	36	2.4
Formal recruitment within New York City	3	0.9	0	0.0	4	0.7	2	0.7	0	0.0	9	0.6
Formal recruitment outside New York City	0	0.0	0	0.0	1	0.2	0	0.0	0	0.0	1	0.0
Cultural stimulus	3	0.9	5	2.1	13	2.2	9	3.2	2	9.5	32	2.2
College orientation	37	10.6	16	6.7	69	11.9	17	6.0	0	0.0	139	9.4

made by the teachers in the "600" schools. The low figures on "college orientation" are surprising in light of the effort made in the City University of New York to place graduates in the New York City schools, particularly in the difficult schools.[1]

Eleven per cent of the total number of responses pointed to "personal influence" as an important motive for joining the New York City Public School staff. This is taken to mean that 11 per cent of the responses suggest that relatives, friends, and teachers already in the system influenced the decision to join the staff.

In sum, the data from Table III-1 indicate that the four major reasons (in rank order of frequency of responses) given for joining the New York City Public Schools are:

1. Living in the metropolitan area,
2. Income, hours, and vacation,
3. Personal influence,
4. College orientation.

The reasons which received least mention are:

1. Formal recruitment outside New York City,
2. Formal recruitment within New York City.

From Table III-2 it may be seen that there is no systematic relationship between number of years in the system and motivation for joining the system. It appears that teachers who have been in the system ten years or more tend to place less importance on "income, hours, and vacation" as a motivation for teaching in New York City than do those who have been in the system a shorter time. The highest percentage of responses related to "income, hours, and vacation" occurred among the teachers who had been in the system one year or less. "Personal influence"

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[1] See page 80 for a discussion of the efforts of these four colleges to place graduates in the New York City school system.

Table III-2

TEACHERS' MOTIVATIONS FOR JOINING NEW YORK CITY PUBLIC SCHOOL SYSTEM, BY NUMBER OF YEARS IN THE SYSTEM (FROM THE TEACHER INTERVIEWS)

Reasons for Joining New York City Teaching Staff	0-1 year		2-4 years		5-9 years		10-14 years		15-19 years		20 or more		All Time Periods	
	(N=127)		(N=242)		(N=261)		(N=134)		(N=123)		(N=555)		(N=1442)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Living in metropolitan area	73	57.5	145	59.9	168	64.4	82	62.0	69	56.0	270	48.6	807	56.0
Income, hours, vacation	27	21.3	37	15.2	38	14.6	14	10.4	15	12.2	75	13.5	206	14.3
Personal influence	12	9.4	28	11.6	18	6.9	11	8.2	19	15.4	74	13.3	162	11.2
Economic depression of the 1930's	0	0.0	0	0.0	1	0.4	2	1.5	3	2.4	49	8.8	55	3.8
Security	0	0.0	2	0.8	6	2.3	5	3.7	4	3.3	18	3.2	35	2.4
Formal recruitment within New York City	0	0.0	1	0.4	1	0.4	1	0.7	0	0.0	6	1.1	9	0.6
Formal recruitment outside New York City	0	0.0	1	0.4	0	0.0	0	0.0	0	0.0	0	0.0	1	0.1
Cultural stimulus	2	1.6	7	2.9	4	1.5	5	3.7	5	4.1	6	1.1	29	2.0
College orientation	13	10.2	21	8.7	25	9.6	13	9.7	8	6.5	57	10.3	137	9.5

seemed to play a more important role in motivating teachers to join the system fifteen or more years ago than it did for teachers who have been in the system less than fifteen years.

From Table III-2 it appears that the four major reasons (in rank order of frequency of responses) for joining the New York City schools are, as also reported in Table III-1:

1. Living in the metropolitan area,
2. Income, hours, vacation,
3. Personal influence,
4. College orientation.

The reasons which received least mention are:

1. Formal recruitment outside New York City,
2. Formal recruitment within New York City.

The data from the cohort study present corroborating evidence to substantiate the claim that the major reason why teachers join New York City school staffs is that they live in the metropolitan area. Table III-3 shows that 381 (92.2%) of the 413 cases examined in the cohort study lived within the five boroughs of New York City at the point of initial entry into the school system; 5.8 per cent lived outside New York City; and only 1.9 per cent lived outside New York State, mostly in New Jersey.[1]

Table III-4 reveals that 82.3 per cent of the teachers in the cohort study were born in New York City. It appears, then, that the major source of teachers for the New York City schools may be found within the New York metropolitan area. The implications of this are discussed later in this chapter under the heading "Career Development Patterns of Selected Teachers in the New York City Public Schools."

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[1] See further tables in Appendix C.

Table III-3

PLACE OF RESIDENCE AT INITIAL ENTRY OF TEACHERS IN THE COHORT STUDY, BY ORGANIZATIONAL LEVEL

	Elementary School						Junior High School						Senior High School					
	Male (N=41)		Female (N=117)		TOTAL (N=158)		Male (N=74)		Female (N=60)		TOTAL (N=134)		Male (N=68)		Female (N=41)		TOTAL (N=109)	
Residence	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Manhattan	6	14.6	12	10.3	18	11.4	14	18.7	11	18.3	25	18.7	10	14.7	9	22.0	19	17.4
Bronx	10	24.4	33	28.2	43	27.2	16	21.6	12	20.0	28	20.9	12	17.6	6	14.6	18	16.5
Brooklyn	20	48.8	45	38.5	65	41.1	29	39.2	19	31.7	48	35.8	32	47.1	17	41.5	49	45.0
Queens	2	4.9	20	17.1	22	13.9	10	13.5	10	16.7	20	14.9	7	10.3	4	9.8	11	10.1
Richmond	1	2.4	1	0.9	2	1.3	1	1.4	0	0.0	1	0.7	1	1.5	0	0.0	1	0.9
New York State	2	4.9	4	3.4	6	3.8	3	4.1	6	10.0	9	6.7	6	8.8	2	4.9	8	7.3
New Jersey	0	0.0	1	0.9	1	0.6	1	1.4	2	3.3	3	2.2	0	0.0	2	4.9	2	1.8
Connecticut	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	2.4	1	0.9
Other	0	0.0	1	0.9	1	0.6	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0

	Special Services						No Level Noted						All Levels					
	Male (N=4)		Female (N=4)		TOTAL (N=8)		Male (N=4)		Female (N=0)		TOTAL (N=4)		Male (N=191)		Female (N=222)		TOTAL (N=413)	
Residence	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Manhattan	1	25.0	1	25.0	2	25.0	1	25.0	0	0.0	1	25.0	32	16.8	33	14.9	65	15.7
Bronx	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	38	19.9	51	23.0	89	21.5
Brooklyn	3	75.0	3	75.0	6	75.0	0	0.0	0	0.0	0	0.0	84	44.0	84	37.8	168	40.7
Queens	0	0.0	0	0.0	0	0.0	1	25.0	0	0.0	1	25.0	20	10.5	34	15.3	54	13.1
Richmond	0	0.0	0	0.0	0	0.0	1	25.0	0	0.0	1	25.0	4	2.1	1	0.5	5	1.2
New York State	0	0.0	0	0.0	0	0.0	1	25.0	0	0.0	1	25.0	12	6.3	12	5.4	24	5.8
New Jersey	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.5	5	2.3	6	1.5
Connecticut	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.5	1	0.2
Other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.5	1	0.2

Table III-4

PLACE OF BIRTH OF TEACHERS IN THE COHORT STUDY, BY ORGANIZATIONAL LEVEL

Location	Elementary School						Junior High School						Senior High School					
	Male (N=41)		Female (N=117)		TOTAL (N=158)		Male (N=74)		Female (N=60)		TOTAL (N=134)		Male (N=68)		Female (N=41)		TOTAL (N=109)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
N.Y.C.	35	85.4	99	84.6	134	84.8	60	81.1	50	83.3	110	82.1	54	79.4	34	82.9	88	80.7
N.Y. State (Not N.Y.C.)	1	2.4	3	2.6	4	2.5	2	2.7	0	0.0	2	1.5	1	1.5	2	4.9	3	2.8
New Jersey	1	2.4	4	3.4	5	3.2	4	5.4	1	1.7	5	3.7	2	2.9	2	4.9	4	3.7
Connecticut	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	4.4	0	0.0	3	2.8
Pennsylvania	2	4.9	1	0.9	3	1.9	1	1.4	1	1.7	2	1.5	1	1.5	0	0.0	1	0.9
East of the Mississippi (other than above)	2	4.9	7	6.0	9	5.7	5	6.8	5	8.3	10	7.5	4	5.9	1	2.4	5	4.6
West of the Mississippi	0	0.0	1	0.9	1	0.6	0	0.0	2	3.3	2	1.5	0	0.0	1	2.4	1	0.9
Other	0	0.0	2	1.7	2	1.3	2	2.7	1	1.7	3	2.2	3	4.4	1	2.4	4	3.7

Location	Special Services						No Level Noted						All Levels					
	Male (N=4)		Female (N=4)		TOTAL (N=8)		Male (N=4)		Female (N=0)		TOTAL (N=4)		Male (N=191)		Female (N=222)		TOTAL (N=413)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
N.Y.C.	3	75.0	2	50.0	5	62.5	3	75.0	0	0.0	3	75.0	15.5	81.2	185	83.3	340	82.3
N.Y. State (not N.Y.C.)	0	0.0	0	0.0	0	0.0	1	25.0	0	0.0	1	25.0	5	2.6	5	2.3	10	2.4
New Jersey	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	7	3.7	7	3.2	14	3.4
Connecticut	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	1.6	0	0.0	3	0.7
Pennsylvania	1	25.0	0	0.0	1	12.5	0	0.0	0	0.0	0	0.0	5	2.6	2	0.9	7	1.7
East of the Mississippi (other than above)	0	0.0	2	50.0	2	25.0	0	0.0	0	0.0	0	0.0	11	5.8	15	6.8	26	6.3
West of the Mississippi	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	4	1.8	4	1.0
Other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	5	2.6	4	1.8	9	2.2

Table III-5

TEACHERS' PLANS FOR NEXT FIVE YEARS, BY ORGANIZATIONAL LEVEL

(FROM THE TEACHER INTERVIEWS)

Professional Plans for Next Five Years	Elementary (N=222)		Junior High (N=174)		Academic High (N=368)		Vocational High (N=187)		"600" Schools (N=16)		All Levels (N=967)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Teach on regular license	118	53.2	99	56.9	183	49.7	108	57.8	7	43.8	515	53.3
Teach on sub license	23	10.4	5	2.9	7	1.9	6	3.2	0	0	41	4.2
Into administration	15	6.8	24	13.8	57	15.5	12	6.4	8	50.0	116	12.0
Leave system, continue teaching	5	2.3	13	7.5	19	5.2	3	1.6	0	0	40	4.1
Leave system, leave teaching	11	4.9	9	5.2	11	3.0	5	2.7	0	0	36	3.7
Leave system, retire	39	17.6	10	5.8	75	20.4	38	20.3	1	6.3	163	16.9
Leave system, plan to return	4	1.8	7	4.0	2	0.5	0	0	0	0	13	1.3
Don't know, undecided	7	3.2	7	4.0	14	3.8	15	8.0	0	0	43	4.5

Teachers' Professional Plans for the Next Five Years

As part of the interview teachers were asked, "What do you see yourself doing professionally within the next five years?" The purpose was to gain insight into the teachers' future plans and to determine which factors were related to the holding power of the New York City school system. Since recruitment was defined as both obtaining and retaining teachers, it is important to know how many teachers will leave their positions, and why.

From Table III-5, it may be seen that of all the teachers interviewed, (a) approximately 57 per cent plan to remain in teaching in New York City, either on a regular license (53.3% of the total) or on a substitute license (4.2% of the total); (b) 12.0 per cent plan on going into administrative positions; (c) 26.0 per cent plan on leaving the system; and (d) 4.5 per cent are undecided. Approximately 17 per cent of the teachers interviewed will retire soon (most of them have taught in the system 20 or more years); 1.3 per cent intend to leave the system and return to it.

Of the 951 teachers in four organizational levels (elementary, junior high, academic high, vocational high schools), only 58 per cent said that they were planning to remain as classroom teachers on either a regular or a substitute license.[1] The remainder (approximately 36 %),[2] plan either to leave the system or to go into administration. Of those who are leaving, 17 per cent plan to retire and 11 per cent plan to enter administration.

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[1] For purposes of this discussion the responses of the teachers in the "600" schools will be disregarded, since they constitute a small percentage of the sample. The percentages cited in this discussion, therefore, are slightly higher than those previously reported.

[2] Exclusive of those who "plan to leave the system but return" and the "undecided."

Table III-6

TEACHERS' PROFESSIONAL PLANS FOR NEXT FIVE YEARS, BY NUMBER OF YEARS IN THE SYSTEM (FROM THE TEACHER INTERVIEWS)

Professional Plans for Next Five Years	0-1 year (N-84)		2-4 years (N=169)		5-9 years (N=196)		10-14 years (N=94)		15-19 years (N=79)		20 or more (N=326)		All Time Periods (N=947)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Teach on regular license	46	54.8	90	53.3	102	52.0	58	61.7	56	70.9	155	47.6	507	53.5
Teach on substitute license	12	14.3	13	7.7	11	5.6	0	0.0	1	1.3	2	0.6	39	4.1
Into administration	2	2.4	16	9.5	52	26.5	21	22.3	13	16.5	10	3.1	114	12.0
Leave system, continue teaching	12	14.3	12	7.1	10	5.1	2	2.1	2	2.5	2	0.6	40	4.2
Leave system, leave teaching	6	7.1	14	8.3	8	4.1	5	5.3	1	1.3	2	0.6	36	3.8
Leave system, retire	0	0.0	1	0.6	2	1.0	2	2.1	2	2.5	151	46.3	158	16.7
Leave system, plan to return	0	0.0	9	5.3	4	2.0	0	0.0	0	0.0	0	0.0	13	1.4
Don't know, undecided	6	7.1	14	8.3	7	3.6	6	6.4	4	5.1	4	1.2	41	4.3

Table III-5 reveals that the lowest retention rate for classroom teachers (still excluding the "600" schools) occurs among the academic high school teachers. Of the 368 respondents in this category (constituting over one third of the total number of teachers interviewed), 44 per cent plan to leave classroom teaching within the next five years, 20 per cent plant to retire, 15.5 per cent plan to enter administration, and the rest plan either to teach elsewhere or to leave teaching altogether. This table shows that the highest percentage of those who plan to enter administration may be found among the teachers in the academic high schools.

From data in Table III-6 it was computed that 7.5 per cent of the teachers interviewed who had taught in the system 9 years or less (N=349) indicated that they would leave to teach elsewhere. The highest proportion of those who plan to leave and to teach elsewhere occurs among the respondents who had spent one year or less in the New York City schools; out of 84 respondents, 14.3 per cent indicated their desire to teach elsewhere.

It is interesting to note that the percentages on "leave system... continue teaching" run in descending order, with the highest rate of dropout occurring among the newer teachers and the lowest rate occurring among those who have spent the most years in the system. The newer teachers who desire to leave the system offer as a major reason "discouraging experiences in their first assignment." They add that because they are new they have little invested in experience, salary, and retirement benefits to keep them from making a move. Several teachers with many years in the system indicated that they might be tempted to leave but are "stuck," because they had "too much invested in retirement benefits to pull out." It would seem that a proposition may be derived from these responses, which states that "teacher dropout from the New York City school system is inversely related to the number of years a person spends in the system." The implication is that a major factor in holding teachers in the New York schools is the degree of investment in "fringe benefits." Teachers with a small investment in fringe benefits have little or nothing to lose when they leave. Those with greater investment would be less likely to leave even when undesirable situations in teaching occur. While benefits may be the reason for staying, a question which remains as yet unanswered is, "Do these benefits offer enough compensation to overcome low morale in bad teaching situations?"

Reasons for Dropout Among First-year Teachers

Several of the teachers interviewed, who had taught one year or less, gave as their reason for planning to leave their discouragement developed through their experience in the schools and a consequent desire to make a change. Information gathered in the interviews provided some clues as to what factors might have contributed to their discouragement. Three areas appear to be most significant:

1. Orientation to the job,
2. Suitability of first assignment,
3. Professional growth during first assignment.[1]

1. Orientation to first assignment. Out of 1011 teachers who responded to the question, "For every assignment, including your first, did you have an orientation?" 56.8 per cent responded negatively. Of the 437 teachers (43.2%) who said they had received orientation, 47 per cent indicated that it was primarily informal in nature. In evaluating the usefulness of the orientation, 69 per cent

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[1] The responses related to these three areas are not limited to the first-year teachers in this sample. All the teachers in the study sample were asked a question related to each area, and the responses were tabulated. The three questions that were asked specified first assignment and therefore the responses from all teachers, whether in their first year or not, are relevant.

considered the orientation adequate, while the remaining 31 per cent suggested that it was of little use in helping them to adjust to a new teaching situation.

Many teachers indicated that their first year was filled with bewilderment. Problems relating to completing forms, keeping attendance records, knowing the students and the community, and coping with poor working conditions were those most frequently mentioned by the interviewees as areas where they most needed assistance during their first year. One teacher summed it up when she said, "Nobody can really teach during that first year. . . . you've got to learn how to plan your lessons, handle the kids, do all the clerical work. . . . I used to come home exhausted at the end of every day."

2. Skills suited to first assignment. Of the 1001 teachers who responded to the question, "Do you think your first assignment was suited to your particular skills?" 75 per cent said "yes." The negative 25 per cent gave the reasons shown below in Table III-7.

Table III-7

REASONS WHY FIRST ASSIGNMENT WAS NOT SUITED
TO TEACHER SKILLS, RANKED BY FREQUENCY OF MENTION

Reason	Rank Order
Teaching out of license	1
Difficult school	2
Inadequate preparation	3
Teaching wrong grade	4
Poor administration	5

One teacher, indicating that inadequate preparation for her initial assignment caused her the greatest grief, said, "The first year was a nightmare. . . . I don't know how I lasted. I hadn't been in an elementary school classroom since the day I graduated from the sixth grade--and suddenly I was expected to teach... somehow I made it, though."

3. Professional growth in first assignment. Respondents were asked, "During your first assignment do you think that you experienced professional growth?"[1] Of the 988 teachers who responded, 836 (84.6%) said "yes," while 152 (15.4%) said "no." The major factors contributing to professional growth, as suggested by those who replied in the affirmative, were listed in rank order in Table III-8. Approximately 60 per cent of the responses indicated "self" or "other teachers" as the factors which contributed to professional growth in first assignment; many of these respondents said they had to "sink or swim" on their first assignment and their professional growth was almost entirely up to their own initiative. Approximately 32 per cent of the responses were related to the role played by principals, assistant principals, and department chairmen, with the latter group responsible for about one-half of these responses. The role of the Board of Education in supplying formal information, standardized literature, and in-service courses is regarded as quite minimal; only slightly over 3 per cent of the responses alluded to these factors. One may conclude that, for the interview sample, professional growth was regarded as a personal matter, requiring an effort on the part of the individual himself to grow professionally.

From Table III-8 it may be seen that out of a total of 1321 responses only 9 per cent indicated that the principal played an active role in the professional growth of teachers. While this may be attributed to the personal make-up and interests of the principals alluded to, it also raises the questions, "Why were so few principals mentioned?" and--perhaps more important--"Were those principals who did play a role in the

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[1] Professional growth is defined as "improving skills in teaching."

Table III-8

FREQUENCY OF RESPONSES NAMING THE FACTORS CONTRIBUTING TO PROFESSIONAL GROWTH IN FIRST ASSIGNMENT

Factor Contributing to Professional Growth	Number of Responses	Per Cent of Total Responses	Rank Order
Self	509	38.5	1
Other teachers	272	20.6	2
Department chairmen	213	16.1	3
Principals	124	9.4	4
Assistant principals	81	6.1	5
Supervisory personnel	75	5.7	6
In-service courses	22	1.7	7
Additional formal information	21	1.6	8
Board of Education literature	4	0.003	9
TOTAL	1321*	99.7	

*This figure exceeds the number of people who indicated that they had experienced professional growth. Several teachers suggested more than one factor which contributed to their professional growth, and all factors were tabulated.

professional growth of teachers selective of the teachers whom they helped?" The evidence on "selective promotion" and the role played in it by principals points to the seriousness of the second question and the need for further investigation of the entire matter.[1]

Teacher Aspirations for Entering Administration

From the data in Table III-6, it appears that there is a relationship between number of years in the system and aspirations for entering administration. Figure 1 presents the data in graphic form, revealing a pattern which unfolds almost as a bell-shaped curve with the percentages increasing as the years increase from zero to nine, showing a slight plateau between the years 5 to 14, and then dropping rapidly for the years 15 and over.

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[1] For additional information on promotion, see Chapter V.

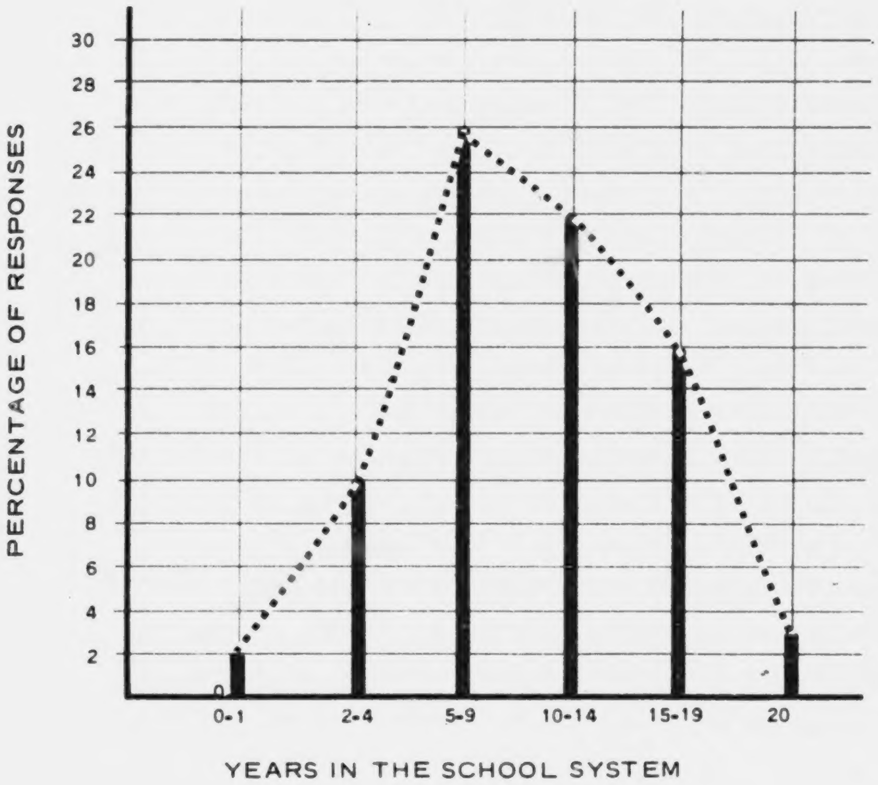

Figure 1. Relationship Between Years in the School System and Plans to Enter Administration.

The data from the teacher interviews suggest reasons for this curve:

1. The 0-to-1-year category includes teachers who are just beginning, and who consequently have given little or no thought to becoming administrators.

2. In the 2-to-4-year category the percentage of those indicating interest in administration rises, for the individual is now approaching the years where he can become eligible to take examinations for administrative positions. It is interesting to note that in this 4-year period only 7 per cent give any thought to entering administration.

3. In the 5-to-9-year category the percentage shows the highest jump in rate. It is during this period that a person becomes eligible to take administrator's examinations, and he now thinks seriously of promotion.

4. In the 10-to-14-year category the percentage drops off slightly, but is still close to the percentages in category 3. One teacher-interviewee explained the behavior of this group as "not yet discouraged by the examination process and still believing that there is room at the top."

5. In the 15-to-19-year category, the percentage drops. For this group, age may be a factor ("I'm too old and too tired to try," said one interviewee); and discouragement with the examination process led many to believe that their careers would be solely in teaching. (Note that 70.9% of the respondents in this category, the highest percentage of any in Table III-6, chose to remain in teaching.)

6. In the final category, respondents who have been in the system 20 or more years, the percentage drops quite low. Most of these respondents are nearing retirement age and wish to finish their careers in the classroom (47.5%) or to retire almost immediately (46.5%).

It appears, then, that the largest group of teachers who think seriously of entering administration are those who have been in the system from 5 to 19 years. Of the 369 teachers in this group, 23 per cent indicated a desire to enter administration as contrasted with 59 per cent electing to remain in teaching. This statistic has important implications for the recruitment of administrators for the New York City schools.

Interviews with officials at the Board of Education revealed that very few, if any, administrators in the New York City schools came from outside the local school system. Very little active recruitment is carried on to attract "outsiders" into administrative positions. The obvious conclusion (which is borne out by the interview data) is that the road to an administrative position in the schools of New York City is up the ladder through the system. Carrying this observation one step further, it becomes clear that almost the only source of administrators for the New York City school system is its own teachers. Yet in this study, out of 947 responses only 12 per cent indicated a desire to enter administration. Further, of the number who apparently were most eligible for entering administration (those in the system from 5 to 19 years), less than 25 per cent expressed an interest in doing so. Why?

Two answers seem obvious at the outset:

1. Many people prefer to remain in the classroom as teachers. However, the fact that the New York City school system provides no tangible incentive to keep the teacher in the classroom tends, in the main, to limit this group to: (a) men who hold down two jobs to secure financial stability, (b) men of limited ability and/or ambition, and (c) women for whom teaching is either a career or a part-time profession.

2. A number of respondents could have been women who do not aspire to become administrators. If this is the case, a tremendous resource pool is wasted when competent women are not attracted to administrative positions. One might legitimately ask, "Is there something inherent in the school system that prevents women, in large numbers, from even aspiring to administrative positions?"[1]

These two circumstances may obtain in any school system and certainly are applicable to the New York City schools. However, there are data derived from interviews with teachers and administrators in New York City that provide other reasons for teachers in New York not wanting to enter administration, reasons which could be unique to New York City.

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[1] The cohort data reveal that over a 13-year period (1950-1963) only two women out of 222 reached the level of assistant principal. The interview data reveal that of 547 responses from women on five-year plans, only 6.6 per cent were related to administration; 19.2 per cent of the responses from men were related to entering administration. These data are reported in Table C-5, in Appendix C.

The two factors most often mentioned by teachers as preventing or discouraging them from aspiring to administrative positions in the schools of New York City are examinations and appointment. Many principals when interviewed indicated, in retrospect, that these two areas had caused them the most concern. Some of the objections raised were:

1. Examinations are scheduled in accordance with need. When the need is great, examinations are given more often than when the need is less urgent. In the former case, the eligibility list becomes rather long and successful candidates usually have to wait some time for appointments; these people also face the possibility of the eligibility list expiring and their having to start over again. When the need is less, people are forced to wait and often become discouraged.

2. The examinations are too long. One principal who had been through the process stated, "Promotions are difficult to obtain because of the grueling nature of the exams. They are lengthy and difficult." Another principal called them "difficult and exhausting." Often it takes several months to complete the entire examination process.

3. Waiting for the results of an examination has often been a long drawn-out process, one that taxes the nerves. One principal called it "brutal."

4. Being forced to repeat the entire exam, even though only one part of it is failed, is perhaps most discouraging of all. Several of the teachers interviewed who had gone through this process pointed to it with bitterness and resignation. "I'm not going through the whole thing again," was a frequent comment.

5. The validity of the exams is questionable. One principal said that "the exams don't measure leadership, they have no predictive value in administration, . . . they are nothing more than elimination contests." Another principal pointed out that in order to pass these promotional exams you have to "speak the language," an observation repeated by another principal who said, "It's the ability to use catch phrases that is needed to pass the written test." Still another principal pointed out that the exams favored "good test-takers." One principal called the interview too subjective. One assistant principal in a high school suggested that promotion was "up to the principal as to who will take the exam;. . . in some schools discrimination will occur."

6. The amount of time and effort needed to study for exams is very great. One principal commented that he was "constantly studying for one exam or another." Several of the teachers, in giving reasons for not going into administration, pointed to the amount of time needed to prepare for these exams and said that the rewards which come from passing the exams just weren't worth the effort. One teacher suggested that many people just don't take the exams for assistant principal; the differential between maximum teaching salary and an assistant principal's salary is "just not worth the effort." There is, however, one positive note in this area; as one principal pointed out, "growth comes from preparing for other exams." But he qualified his remark by adding that little can truly be learned when one prepares under the pressure of promotion or non-promotion.

7. A major objection to appointment is that it takes very long. Passing a principal's exam and being placed on an eligibility list do not guarantee immediate appointment. Often the eligibility lists expire and the unlucky individual has to start all over again. One assistant principal in an elementary school glumly reported that he holds a high school principal's license, but has little hope of being assigned.

These comments from both principals and teachers appear to be familiar to the professional staff in the school system. From the majority of people interviewed came different words expressing similar sentiments. Those with "stick-to-itiveness" plug along, voraciously swallowing every exam that comes along, and become administrators; those who "know the system" and "speak the language" become administrators; the remainder, good and bad, with little success in either passing exams or knowing the system, are denied advancement and fall by the wayside. The school system feeds on its own kind, and many potentially good administrators are lost as a result.

Sources of Teachers for New York City

In October, 1960, 12.4 per cent of the 44,423 authorized positions in New York City Public Schools were vacant.[1] In February, 1963, it was estimated that because of cessation of services, leaves of absence, expansion of services, and increase in public population, the approximate number of teachers needed annually was 7500.[2]

In a progress report of 1962-63 the board of examiners indicates that between September 1, 1962, and May 1, 1963, approximately 3300 regular teachers were licensed.[3] From July 1, 1962, to May 1, 1963, approximately 9332 substitute licenses were issued. It would appear from the number of licenses issued that there would be an adequate supply of licensed people to fill positions in the school system; however, close examination reveals that the supply situation is really not what it appears to be.

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[1] From "Sixty-third Annual Report of the Superintendent of Schools, New York City," p. 309, where a vacancy is designated as a position to which no regularly licensed teacher has been assigned and which is being filled temporarily by a substitute teacher.

[2] Committee on Teacher Recruitment, New York City Board of Education, "Fact Sheet: The Problems of Providing Teachers For Hard-to-Staff Schools," February, 1963 (mimeographed).

[3] "Progress Report of the Board of Examiners," New York, 1963.

The number of substitute licenses issued in a given year is usually taken as indicating the number of new people entering the system.[1] However, even this figure has many limitations which prevent its being regarded as representing the total number of incoming people. The limiting factors are as follows:

1. Many of these substitutes work on a per-diem basis and thus are not available for full-time teaching.
2. There is movement from one substitute license to another. Thus a person already substituting in the system may change to a different substitute license and be counted among the newly-licensed substitutes. Further, one person may hold several substitute licenses at the same time.
3. Substitute teachers enjoy the privilege of accepting or rejecting an assignment. When a substitute does not find an assignment to his liking, he can refuse employment. This situation is particularly chronic in the difficult or "hard-to-staff" schools, where most of the vacancies occur.
4. Many people hold a substitute license but refuse assignment. The board of examiners have pointed this out: "A still unsolved problem is the reluctance of new teachers to accept appointment or assignment to schools they regard as difficult."[2]

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[1] "The substitute license is a good measure because it represents a person newly added to the available teaching supply as opposed to the regular license which usually means the conversion of a substitute teacher into a regular teacher, but no addition to the staff as a whole." Quoted from "Recruitment of Teachers for New York City's Public Schools, 1957-58: A Report of the Committee on Teacher Recruitment for the School Year Ending June 30, 1958," pp. 43-44.

[2] "Progress Report of the Board of Examiners 1962-63," p. 2.

Added to these limitations is the fact that many of those licensed are of below-average ability. Need is an important determinant of the number of licenses issued. It appears that when the need for teachers is greatest, requirements are relaxed, with the consequence that many deficient people receive licenses.[1] This was highlighted by the teachers interviewed who pointed out that in recent years the requirements for teaching in New York City have been lowered to the point where "anyone who walks and breathes" can teach in the school system. Principals who were interviewed corroborated this observation by suggesting that having "warm bodies" in the classroom was better than having the classroom unattended. In time of great need a principal gets whomever he can to fill a vacancy in his school. His efforts to license such a person are expedited by the board of examiners, who have stated that ". . . whenever a principal was unable to secure a licensed teacher for an immediate vacancy, and he made a request for an emergency examination, his request was given priority and the application was processed immediately."[2] The principals pointed out that in almost all cases where these emergency licenses were issued, those receiving licenses were substandard teachers.

One other factor related to lowered standards is the practice of licensing graduates just out of college who had not done any student teaching. In an effort to recruit more people for the school system, the student-teaching requirement has been waived. The license for which these people are eligible is "valid for a period of three years without further college study being required."[3] This is an area of great concern to officials of the colleges and universities which supply teachers for New York City. They view this practice as a lowering of standards and a serious detriment to their teacher education program.

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[1] People who have a minimum of 8 semester hours in education may teach with a substitute license.

[2] "Progress Report of the Board of Examiners 1962-63," loc. cit.

[3] Division of Teacher Education, The College of the City of New York, Eighth Annual Employment Status Survey, 1958, p. 6.

In sum, it may be said that, despite the rather large number of teaching licenses issued each year, there is still a shortage of qualified people for the New York City Public Schools. While the board of examiners may suggest that "our personnel problem is one of distribution rather than supply,"[1] there is still some question in the minds of teachers and principals regarding the quality of those being licensed. Merely placing "warm bodies" in the classroom does not solve the teacher-supply problem, nor does it enhance the teaching-learning situation.

The Suppliers of Teachers: Colleges and Universities

The principal source of teachers for the New York school system is the colleges and universities in New York State. In 1962 the number of college and university students completing certification requirements in New York State was 9571.[2] Included in this group were 535 men and 3827 women who prepared for elementary education and 2181 men and 3028 women who prepared for secondary education.[3] Of this total 1946 were graduated from the four colleges which comprise the City University of New York.[4] These four colleges (Brooklyn, City College, Hunter, and Queens) supply an estimated 60 per cent of the approximately 43,000 teachers in the New York City Public Schools.[1] Most of the remaining 40 per cent of teachers in the New York schools come from colleges and universities within the New York City area; a relatively small proportion comes from outside New York State.

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[1] "Progress Report of the Board of Examiners 1962-63," p. 3.

[2] National Education Association, "Teacher Supply and Demand in Public Schools," 1962, p. 39.

[3] Ibid.

[4] Employment Status of Students Who Completed During 1962 a State-Approved Teacher Education Program. Twelfth Annual Survey, Division of Teacher Education, The City University of New York, p. 3. Of this number of graduates approximately 85 per cent had begun teaching by October 31, 1962. This accounts for the fact that only 1642 graduates are listed in Table III-7.

Reports on employment status indicate that 80 per cent of the students who complete a state-approved undergraduate teacher education program in The City University of New York enter the New York City Public Schools (see Table III-9).[2] This 80 per cent figure has remained constant for 10 years. No data were available from other colleges and universities as to how many of their graduates enter the New York City schools. However, placement officers at New York University estimate that roughly 50 per cent of those completing teacher training at that institution enter the New York schools.[3] Teachers College, Columbia, offers only graduate work in education, and figures are difficult to obtain since many people in their programs are already teaching in the New York schools. An official of the Placement Office at Teachers College has estimated that of those who register for employment (and many do not), approximately 5 per cent are placed in the New York City Public Schools.[4]

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[1] W. Rabinowitz and K. Crawford, "A Study of Teachers' Careers," The School Review, Vol. 68, No. 4 (Summer 1961), p. 380.

[2] Employment Status of Students Who Completed During 1962 a State-Approved Teacher Education Program.

[3] Many who plan to teach in New York City do not register with the Placement Office.

[4] Teachers College discontinued its undergraduate teacher education program about fifteen years ago. Only the Music Department and the School of Nursing now grant B. S. degrees that qualify people for teaching positions.

Table III-9*

LOCATION AND TYPE OF SCHOOL IN WHICH STUDENTS WERE EMPLOYED WHO COMPLETED THE TEACHER EDUCATION PROGRAMS IN ELEMENTARY AND SECONDARY EDUCATION AT THE CITY UNIVERSITY OF NEW YORK FOR THE YEARS 1962 AND 1961

Location and Type of School in Which Employed	Area of Preparation							
	Elementary Education				Secondary Education			
	1962		1961		1962		1961	
	No	%	No.	%	No.	%	No.	%
Public schools of New York City	887	80.4	980	79.6	427	79.2	345	75.3
Public schools of Long Island	82	7.4	108	8.7	53	9.9	56	12.0
Public schools of Westchester	41	3.7	34	2.8	19	3.4	24	5.2
Public schools of other New York State communities	10	0.9	13	1.0	5	0.9	1	0.2
Private schools in New York State	18	1.7	40	3.3	16	3.0	14	3.0
Public or private schools outside New York State	65	5.9	57	4.6	19	3.6	20	4.3
TOTAL	1103	100.0	1232	100.0	539	100.0	460	100.0

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*Taken from section on Highlights of 12th Annual Employment Status Survey, in "Employment Status of Students Who Completed During 1962 A State-Approved Teacher Education Program," City University of New York, Division of Teacher Education.

The cohort-study data presented in Table III-10 reveal that of 401 cases, 45 per cent of the teachers had attended one of the four city colleges prior to initial entry, the greatest number coming from Booklyn College and the fewest from Queens College.[1] This percentage seems low compared with the 62.7 per cent of the teachers interviewed who had received their B. A. from one of the four city colleges. Table III-11 reveals that of 738 respondents in the interview sample,[2] 63 per cent[3] had received their B. A. and approximately 35 per cent their M. A. from The City University of New York.

The Major Supplier: The City University of New York

Operating under the aegis of the Board of Higher Education, the four city colleges offer programs in both liberal arts and teacher education. To gain admission to these colleges, students need at least an 85 average in high school and, for teacher education, must meet certain other requirements set by the Department of Teacher Education in each city college. Most of the students are caucasian, and a small number are Negro or Puerto Rican.

The city colleges sponsor many activities designed to attract students to the teacher education program. Among these activities are:

1. Providing orientation for entering freshmen and for upper sophomores;

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[1] For purposes of discussion the cases in the Special Service Schools and those where no level was noted (12 cases altogether) will be disregarded here.

[2] For purposes of discussion the responses of the "600" school teachers (19 altogether) will be disregarded here.

[3] This figure compares favorably with the estimate that 60 per cent of the teachers in the New York City Public Schools are graduates of the City University of New York.

Table III-10

LAST COLLEGE ATTENDED PRIOR TO INITIAL ENTRY BY TEACHERS IN THE COHORT STUDY, BY ORGANIZATIONAL LEVEL

College	Elementary School						Junior High School						Senior High School					
	Male (N=41)		Female (N=117)		TOTAL (N=158)		Male (N=74)		Female (N=60)		TOTAL (N=134)		Male (N=68)		Female (N=41)		TOTAL (N=109)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	5	No.	%	No.	%	No.	%
CCNY	5	12.2	10	8.5	15	9.5	6	8.1	2	3.3	8	6.0	8	11.8	1	2.4	9	8.3
Hunter	2	4.9	29	24.8	31	19.6	3	4.1	14	23.3	17	12.7	1	1.5	11	26.8	12	11.0
Brooklyn	10	24.4	21	17.9	31	19.6	10	13.5	11	18.3	21	15.7	9	13.2	11	26.8	20	18.3
Queens	0	0	8	6.8	8	5.1	1	1.4	6	10.0	7	5.2	1	1.5	1	2.4	2	1.8
Private college, N.Y.C.	16	39.0	36	30.8	52	32.9	48	64.9	21	35.0	69	51.5	36	52.9	10	24.4	46	42.2
N.Y. State U. college	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	2.4	1	0.9
Private college N.Y. State	3	7.3	4	3.4	7	4.4	1	1.4	2	3.3	3	2.2	1	1.5	2	4.9	3	2.8
New Jersey college	0	0.0	0	0.0	0	0.0	2	2.7	1	1.7	3	2.2	0	0.0	0	0.0	0	0.0
All other colleges	5	12.2	8	6.8	13	8.2	3	4.1	3	5.0	6	4.5	2	2.9	4	9.8	6	5.5
None	0	0.0	1	0.9	1	0.6	0	0.0	0	0.0	0	0.0	10	14.7	0	0.0	10	9.2

College	Special Services						No Level Noted						All Levels					
	Male (N=4)		Female (N=4)		TOTAL (N=8)		Male (N=4)		Female (N=0)		TOTAL (N=4)		Male (N=191)		Female (N=222)		TOTAL (N=413)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
CCNY	1	25.0	0	0	1	12.5	1	25.0	0	0	1	25.0	21	11.0	13	5.9	34	8.2
Hunter	0	0	0	0	0	0	0	0	0	0	0	0	6	3.1	54	24.3	60	14.5
Brooklyn	0	0	0	0	0	0	0	0	0	0	0	0	29	15.2	43	19.4	72	17.4
Queens	0	0	0	0	0	0	0	0	0	0	0	0	2	1.0	15	6.8	17	4.1
Private college, N.Y.C.	3	75.0	4	100.0	7	87.5	1	25.0	0	0	1	25.0	104	54.5	71	32.0	175	42.4
N.Y. State U. college	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0.5	1	0.2
Private college N.Y. State	0	0	0	0	0	0	0	0	0	0	0	0	5	2.6	8	3.6	13	3.1
New Jersey college	0	0	0	0	0	0	0	0	0	0	0	0	2	1.0	1	0.5	3	0.7
All other colleges	0	0	0	0	0	0	1	25.0	0	0	1	25.0	11	5.8	15	6.8	26	6.3
None	0	0	0	0	0	[illegible]	1	25.0	0	0	1	25.0	11	5.8	1	0.5	12	2.9

Table III-11

COLLEGE ATTENDED AND DEGREE OBTAINED (B.A. AND M.A.) BY TEACHERS IN THE COHORT STUDY, BY ORGANIZATIONAL LEVEL

	Elementary School				Junior High School				Academic High School			
	B.A. (N=189)		M.A. (N=43)		B.A. (N=155)		M.A. (N=72)		B.A. (N=325)		M.A. (N=222)	
College Attended	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Out *	24	12.7	3	7.0	35	22.6	7	9.7	55	16.9	11	5.0
Hunter College	82	43.4	11	25.6	30	19.4	5	6.9	88	27.1	21	9.5
C.C.N.Y.	29	15.3	6	14.0	34	21.9	17	23.6	83	25.5	44	19.8
Brooklyn College	28	14.8	2	4.7	11	7.1	3	4.2	26	8.0	7	3.2
Queens College	9	4.8	4	9.3	13	8.4	3	4.2	6	1.9	5	2.3
Teachers College, Columbia University	1	0.5	8	18.6	4	2.6	16	22.2	6	1.9	76	34.2
New York University	16	8.5	9	20.9	28	18.1	21	29.2	61	18.8	58	26.1

College Attended	Vocational High School				"600" Schools				All Levels			
	B.A. (N=99)		M.A. (N=69)		B.A. (N=14)		M.A. (N=5)		B.A. (N=782)		M.A. (N=411)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Out*	17	17.2	5	7.3	6	42.9	1	20.0	137	17.5	27	6.6
Hunter College	21	21.2	3	4.4	1	7.1	0	0.0	222	28.4	40	9.7
C.C.N.Y.	16	16.2	9	13.0	2	14.3	1	20.0	164	21.0	77	18.7
Brooklyn College	5	5.1	1	1.5	3	21.4	1	20.0	73	9.3	14	3.4
Queens College	3	3.0	3	4.4	0	0.0	0	0.0	31	4.0	15	3.7
Teachers College, Columbia University	2	2.0	20	29.0	0	0.0	1	20.0	13	1.7	121	29.4
New York University	35	35.4	28	40.6	2	14.3	1	20.0	142	18.2	117	28.5

* "Out" refers to any colleges other than those listed in this table.

2. Scheduling parties for out-of-town freshmen (held at Hunter College);

3. Distributing printed materials on the teaching profession;

4. Encouraging Future Teachers of America clubs in the public schools.

5. Inviting members of Future Teachers of America clubs to visit the colleges.

6. Encouraging students to join the Education Society;

7. Supplying information to college students on available teaching opportunities, especially in New York City;

8. Inviting guest speakers to discuss the teaching profession with students;

9. Promoting Career Days for people seeking information about the teaching profession;

10. Providing alternate programs for students with liberal arts degrees who are interested in teaching.

11. Encouraging personal discussions between professors and students.

The program for teacher education. Each of the city colleges enjoys a relatively high degree of autonomy, and there are variations among the teacher education programs.

The minimal qualifications for students entering teaching are set to meet those of New York State and New York City. Each student must pass speech, English, and physical examinations. In addition a student must complete a sequence of courses that will qualify him for a New York State license. (Under emergency practice in New York City, a student may teach under a substitute license with only eight credits in education; after assignment, he is allowed a given number of years to remove his deficiencies.)

The required course[1] sequences in the city colleges are as follows:

Hunter College

1. Introduction to Education
2. Psychological Foundations I & II (Part II requires working in a community settlement house)
3. Methods of Teaching
4. Student Teaching

City College of New York

1. Contemporary Educational Thought and Practice
2. Psychology of Childhood and Adolescence
3. Psychology of Learning
4. Social and Historical Foundations of Education
5. Teacher Aide Participation (for Elementary majors)
6. Methods
7. Student Teaching

Brooklyn College

1. Education in Modern Society OR Philosophical and Historical Foundations of Education
2. Child Development and the Educative Process OR Adolescent Development and the Educative Process
3. Learning, Education, and Mental Health
4. The School Curriculum
5. Methods of Teaching) given concurrently
6. Student Teaching)

Queens College

1. Introduction to Education
2. Psychology (Human Growth and Development, Educational Psychology)
3. Curriculum and Methods
4. Student Teaching

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[1] The varying number of courses should not be taken to mean that some colleges require more course work than others.

An example of student advisement. There are variations in the advisory system employed by the colleges. The example given here is that of Brooklyn College, which is generally representative of the advisement pattern followed at the other three colleges.

When a student indicates his interest in pursuing education as a profession (usually during his sophomore year) he is directed to the Office of Pre-Teaching, where a counselor assists him in course selection. If his interest is in elementary education the student is assigned full-time to the Teacher Education Department; if his interest is in secondary education, the student divides his time between the Teacher Education Department and the department of his major subject interest.

Each student completes a profile of his interests, hobbies, and other personal information on a special form which is placed in his personal folder. Other personal information is added to this folder until the student has graduated, and it becomes a vital part of his college record. A record of each interview with an instructor or advisor is kept in the folder. A personality rating sheet is completed by each of his instructors at the end of each semester. By the time a student is ready for student teaching, there are at least five or six observations in his folder concerning the progress he has made in his field.

Before a candidate is assigned to the student teaching program, his folder is reviewed and screened by a committee. (Included in the folder, by this time, are a record of the student's grades and the results of his speech and physical examinations.) The committee rejects about five to ten per cent of the candidates; students may, however, appeal their being dropped.[1]

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[1] More than one of the officials interviewed said that there have been cases in which a student was found to be unsuitable for student teaching, yet this person was later granted a license to teach in the New York City schools.

At Brooklyn College, student teaching and methods courses are offered concurrently under the same instructor. The instructor reports his observations of the student to the placement officer as well as placing a record of them in the student's personal file. A student who satisfactorily completes the program automatically receives, through the registrar's office, his New York State certification.

This example of an advisement pattern is given to indicate the rather complete records kept for each student. It is interesting to note, however, that in the employment of teachers by the New York City Board of Education, these records are almost never examined. Each graduate must pass the required examinations set by the Board of Examiners. Disregarding a candidate's past record in the city colleges, and evaluating the applicant exclusively on his ability to pass the exams, is, as one college official pointed out, "indefensible."

The Board of Education and the city colleges.

A. Recruitment procedures. The Board of Education attempts to influence potential teachers from the city colleges to enter the New York school system in several ways. The superintendent of schools sends letters to the graduating classes indicating the opportunities for teaching available in the New York City schools. Representatives of the Board are invited to the city colleges from time to time to address classes, clubs, and other meetings. Further, a number of the college faculty members are also principals or hold other administrative positions in the New York City Schools.[1]

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[1] An examination of college faculties indicates that the majority of them received degrees from colleges located in the New York City area. For example, of the 276 faculty members listed in the City College School of Education Bulletin (1962-63) only 89 had received their degrees outside New York City.

B. Requirements of the Board of Education. The courses given by the colleges meet the course requirements of the Board of Education. However, each graduate must still follow the regular procedures for obtaining a teaching license in New York City. (For a reaction of these graduates to the examinations see Chapter IV. The Board does not generally review the personal data records maintained at the colleges for each graduate.

Under present regulations a student may receive a substitute license in New York City without having done any student teaching. As a matter of fact, a majority of those entering as secondary school teachers first get a regular substitute license, and a significant number at the elementary level do the same. From Table III-12 it may be seen that 75 per cent of those entering secondary school teaching in 1962, and who responded to a questionnaire, entered as regular substitutes.[1] This percentage has remained almost constant since 1958 with the exception of 1959, when 65 per cent took the substitute license.

The percentages were reversed for those entering elementary school teaching. The figures in Table III-12 indicate that over the five-year period (1958-1962), from 57 to 64 per cent of the graduates took a regular teacher's license, while 29 to 37 per cent took a substitute license. It appears from these data that the pattern of entry into the system at the secondary school level is predominantly through the regular substitute license, while in the elementary school it is through the regular teacher's license.

C. Placement in difficult schools. At one time there was a feeling on the part of the Board of Education that the city colleges were sending

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[1] A questionnaire was sent out by the Board of Higher Education to determine the employment status of all 1962 graduates of the teacher education programs of The City University of New York. The results of this questionnaire are reported in the employment status reports of the Division of Teacher Education of The City University of New York

Table III-12*

TYPES OF TEACHING POSITIONS HELD IN THE NEW YORK CITY PUBLIC SCHOOLS BY 1962 GRADUATES FROM TEACHER EDUCATION PROGRAMS IN THE CITY UNIVERSITY OF NEW YORK, AS REPORTED BY RESPONDENTS TO BOARD OF HIGHER EDUCATION QUESTIONNAIRE

Position	Respondents Teaching In New York City Public Schools									
	1962		1961		1960		1959		1958	
	No.	%	No.	%	No.	%	No.	%	No.	%
Elementary Regular teacher	501	63.2	521	57.1	549	64.2	480	58.7	424	60.4
Substitute teacher (long term)	259	32.7	327	37.0	251	29.4	272	33.2	230	32.8
Day substitute	33	4.1	54	5.9	55	6.4	66	8.1	48	6.8
TOTAL	793	100.0	912	100.0	855	100.0	818	100.0	702	100.0
Secondary Regular teacher	80	21.6	58	18.2	47	15.9	74	22.1	47	14.0
Substitute teacher (long term)	279	75.4	234	73.6	221	74.9	217	65.0	255	75.9
Day substitute	11	3.0	26	8.2	27	9.2	43	12.9	34	10.1
TOTAL	370	100.0	318	100.0	295	100.0	334	100.0	336	100.0

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*Taken from Table I-9, "Employment Status of Students Who Completed During 1962 A State-Approved Teacher Education Program," Division of Teacher Education, The City University of New York., p. 10.

their student teachers to select schools located near the colleges, while less favored schools were being by-passed. College officials explained this by pointing out that the selection of schools for student teaching assignments was based upon such factors as time for travel and the availability of master teachers who were capable of supervising student teachers. In order to settle this conflict, several projects were initiated jointly by officials of the Board of Education and the city colleges.

The city colleges are currently involved with special projects designed to place student teachers in the difficult schools. Brooklyn College, for example, assigns its student teachers half-time to a "good" school and half-time to a difficult school. Hunter College, with its Project True and Junior High School Project 120, assigns many student teachers to Special Service schools. Queens College has a similar project in Jamaica Bay. Although no records are available in this area, there is a feeling among the college personnel directly concerned with student teaching that a good number of student teachers remain on a regular basis in the schools where they did their student teaching. The positive reaction of many students to the challenging and rewarding task of teaching in the difficult schools is reflected in the fact that many of them request assignment to these schools following their period of student teaching. Apparently, dispelling "the fear of the young for the unknown" by assigning them to student teaching in the difficult schools has stimulated the colleges to increase the number of schools involved in them.

D. Areas of dissatisfaction on the part of some college officials concerning some Board of Education recruitment practices. Interviews with selected officials of the city colleges indicated that they are somewhat dissatisfied with some of the recruitment practices of the Board of Education as they relate to graduates of these colleges.

1. Licensing. It is relatively easy to obtain a license to teach in the New York City schools. The requirements have been "watered-down" in order to attract more people into the system. The majority of those interviewed believe that this practice is "short-circuiting" the professional education programs in the colleges.

2. Student teaching. Under present regulations a student may receive a substitute license in New York City without having done any student teaching. Officials of the city colleges feel that this also is a lowering of standards which is detrimental to training programs for prospective teachers. Many students are drained off from the teacher education program before completing the student teaching experience. The 1958 report on employment status points this out:

> A decrease of 98 (14.5%) from last year in the number of students completing the state-approved undergraduate teacher education program (which includes student teaching) in Secondary Education probably is a result of the recruiting practices of the New York City Board of Education and of the lowered eligibility requirements for a license to begin to teach in the City's junior high schools. In its campaign to recruit from among college students more prospective candidates for positions in junior high schools, the Board of Education has emphasized the fact that students need not take a course in student teaching to meet the eligibility requirements for a license to teach at the junior high school level. Following the introduction of this policy in the Board of Education's recruitment drive, there has been a dramatic increase in the number of Secondary Education teacher education students who do not include student teaching in their preparation for teaching. [1]

It is apparent from the number of graduates entering the secondary level on a substitute basis (see Table III-12) that the lure of an added year's income is tempting many to forego the student teaching experience. While the urgency of the teacher shortage presents a plausible reason for hastening the time of entry into the New York City schools, many college officials feel that this practice is detrimental to the professional growth of new teachers. They consider the student teaching experience similar to the internship in medicine, and view the elimination of this "internship for teachers" as harmful to the individual and the profession. It was suggested that the Board of Education give credit for one year of teaching experience on the salary schedule for those who complete student teaching. Further, it was pointed out that the city colleges should not be responsible for obtaining state certification for those who do not experience student teaching.

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[1] Division of Teacher Education, The City of New York, "Highlights of the 8th Annual Employment Status Survey: Part I," in Eighth Annual Employment Status Survey, 1958.

The data from the cohort study indicate that 56 per cent of the 401 cases examined at the elementary, junior high, senior high school levels had had student or practice teaching prior to initial entry.[1] A close examination of the figures in Table III-13 reveals that in the junior high schools the teachers with no student teaching experience outnumbered those who had done student teaching three to one. At the elementary and senior high school levels the percentages are slightly higher for those with no student teaching than for those who had done it. In all three of these organizational levels, more women than men were without student teaching experience. In the junior high schools 68 per cent of the women lacked student teaching experience, as opposed to 28 per cent of the men, and in the senior high schools 63 per cent of the women lacked student teaching experience, as opposed to 32 per cent of the men.

3. Screening candidates. Under present practice the Board of Education does not review the records of the college graduates entering the New York City schools. All candidates are licensed according to

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[1] For purposes of discussion, the 12 cases in the special schools and those where no level was noted will be eliminated.

Table III-13

TEACHERS IN COHORT STUDY WHO HAD STUDENT OR PRACTICE TEACHING PRIOR TO INITIAL ENTRY

	Elementary School						Junior High School						Senior High School					
	Male (N=41)		Female (N=117)		TOTAL (N=158)		Male (N=74)		Female (N=60)		TOTAL (N=134)		Male (N=68)		Female (N=41)		TOTAL (N=109)	
	No.	%	No.	%	No	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Yes	16	39.0	47	40.2	63	39.9	16	21.6	17	28.3	33	24.6	35	51.5	13	31.7	48	44.0
No	19	46.3	56	47.9	75	47.5	57	77.0	41	68.3	98	73.1	25	36.8	26	63.4	51	46.8
Information incomplete or unavailable	6	14.6	14	12.0	20	12.7	1	1.4	2	3.3	3	2.2	8	11.8	2	4.9	10	9.2

	Special Services						No Level Noted						All Levels					
	Male (N=4)		Female (N=4)		TOTAL (N=8)		Male (N=4)		Female (N=0)		TOTAL (N=4)		Male (N=191)		Female (N=222)		TOTAL (N=413)	
	No.	%	No.	%	No	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Yes	3	75.0	3	75.0	6	75.0	3	75.0	0	0.0	3	75.0	73	38.2	80	36.0	153	37.0
No	1	25.0	0	0.0	1	12.5	1	25.0	0	0.0	1	25.0	103	53.9	123	55.4	226	54.7
Information incomplete or unavailable	0	0.0	1	25.0	1	12.5	0	0.0	0	0.0	0	0.0	15	7.9	19	8.6	34	8.2

their ability to pass the examination requirements set by the Board. College officials feel that this is "indefensible" in the light of the job they do in screening candidates (especially those who indicate a preference for teaching in the New York City schools). For example, using carefully collected personal information on each student, including the results of college speech, medical, and English examinations, advisors will point out the employment possibilities in the New York City schools. Despite this "weeding out" of potentially inadequate candidates, it is not uncommon to find that a person "weeded out" by the college has been granted a license to teach in the New York City schools. The college officials feel that, since they hold a "dry-run" examination for candidates, it would simplify matters for the recruiting division of New York City to authorize the colleges to screen and license candidates for the New York City schools. This would also eliminate the "nuisance of having capable people go through the long and tedious examination procedures."

Career Development Patterns of Selected Teachers in the New York City Public Schools

Information gathered from both the teacher interviews and the cohort study offers evidence that the career development pattern of the typical New York City Public School teacher is local in nature, that is, it is strongly New York City-centered. The data from the teacher interviews show that (1) over 50 per cent of the reasons given for joining New York school staffs were related to "living in the metropolitan area," and (2) of the teachers interviewed, at least 82 per cent had received their B. A. and 94 per cent their M. A. degrees from colleges and universities in New York City (see Table C-3, Appendix C).

The data from the cohort study are more complete regarding localism in career development patterns. Table III-14 shows the two related career patterns that characterize a majority of the 413 teachers in the cohort

Table III-14

PATTERNS OF LOCALISM PRIOR TO INITIAL ENTRY OF TEACHERS IN THE COHORT STUDY

PATTERN 1: Teachers who –

a. Were born in New York City
b. Attended a New York City high school
c. Attended a local college
d. Resided in New York City at time of Initial Entry

PATTERN 2: Teachers who –

a. Attended a New York City high school
b. Attended a local college
c. Resided in New York City at time of Initial Entry

	PATTERN 1			PATTERN 2		
Organizational Level	Male	Female	TOTAL	Male	Female	TOTAL
Elementary	28	87	115	33	94	127
Junior high	54	39	93	61	39	100
Senior high	40	25	65	50	27	77
Special Services	3	2	5	4	3	7
No level noted	1	0	1	1	0	1
All teachers	126	153	279*	149	163	312**

*This figure represents approximately 68% of the 413 cases examined in the cohort study.
**This figure represents approximately 76% of the 413 cases examined in the cohort study.

study. Pattern 1 indicates that approximately 68 per cent of these teachers were born and educated in New York City and lived in the city at the time of initial entry. Pattern 2 reveals that about 76 per cent of the teachers in the cohort study were educated in New York high schools and colleges and lived in the city at the time of initial entry.

Figure 2 depicts the career pattern flow for three-quarters of the teachers in the cohort study.

While there are no data available regarding the pattern of localism of all the teachers in the school system, the general impression of many officials at the Board of Education seems to confirm the notion that a very high percentage of the professional staff in the New York City Public Schools exhibits patterns similar to those shown in Figure 2. Interviews with these officials tended to confirm the impression that comparatively few teachers now holding positions in the school system came from outside the New York City area. The conclusion that seems to follow is that there is a tendency for a large majority of the teachers in the New York City Public Schools to be "in-bred New Yorkers." What influence a highly in-bred staff may have on the instructional program is a question that warrants careful consideration.

Teacher Recommendations for Recruitment

During the interviews, teachers were asked to offer suggestions for desirable recruitment procedures in the New York City Public Schools. Several of the teachers seemed indifferent to the problem or perhaps were unwilling to consider the matter. It was not uncommon to hear a teacher say, "Get rid of the bad schools," as a panacea for all the ills of the school system. One teacher said, "I hate the way they go about it now, but I can't think of a better way." Another teacher laughingly dismissed the entire matter with, "If I could answer that, I'd be superintendent."

The recommendations that were made can be divided into two general areas and several subareas.

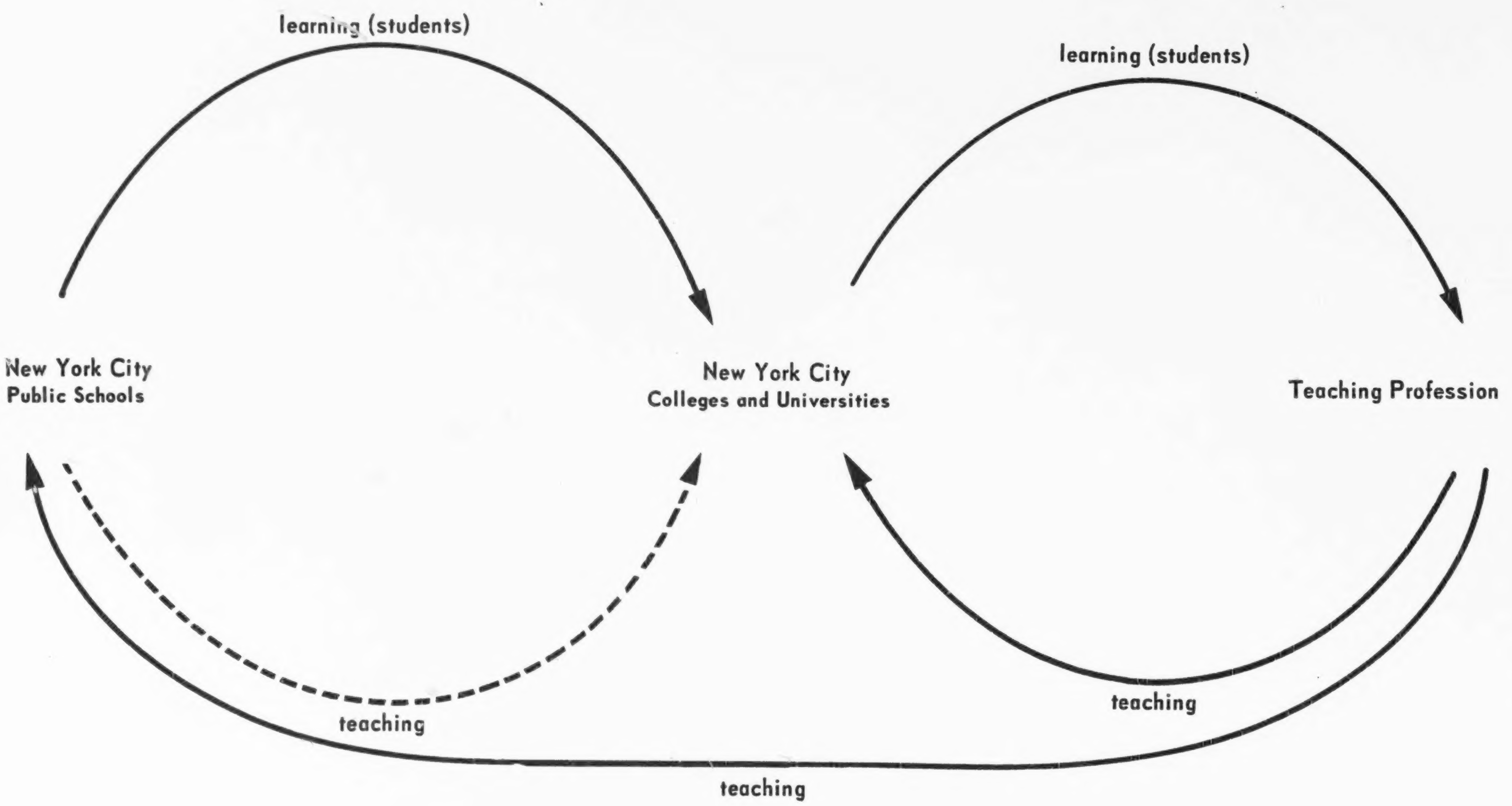
learning (students)
learning (students)
New York City
Public Schools
New York City
Colleges and Universities
Teaching Profession
teaching
teaching
teaching

Figure 2 Flow chart depicting career development pattern of over 75% of the teachers in the cohort study

Specific Recommendations for Recruitment Procedures

1. Recruit in the colleges and high schools. "Go to the colleges and get the good ones before they go to the suburbs," one teacher said, adding, "Exams should be given on the college campuses in order to shorten the time between initial contact with prospective teachers and the offer of a contract." Another teacher thought there should be greater contact between the Board of Education and the college students. "Indoctrinate our own high school students," was another teacher's comment. One teacher thought that experienced teachers should assist in the recruitment program. She said, "The Board of Education should send teachers who know the system to various colleges to have round-table discussions with students."

2. Recruit outside New York City. Several of the teachers suggested that recruiters should go outside New York City for teachers. One teacher even suggested a nationwide recruitment campaign with testing centers in various strategic areas. "There's too much in-breeding in this system," he said.

Proposed Changes in the School System That Would Attract Prospective Teachers

1. Raise salaries. This recommendation was made by several of the teachers. One teacher cautioned, however, that "sometimes if the salary is too high you don't attract the dedicated people."

2. Improve working conditions. Many teachers felt that in too many schools the working conditions were not conducive to good teaching and learning. Reference was made to old, outmoded, inflexible buildings, limited supplies, and the like. Several teachers mentioned what they termed the "bad" schools and the "blackboard jungle" image they tend to reflect.

3. Reduce class size The large number of students per class, together with variations in their socio-economic, cultural, and educational backgrounds, prevented a number of teachers from "really getting to know the student." Smaller classes might help teachers to know and understand their students better.

4 Reduce the amount of clerical work a teacher must perform. "We need more help to take the nonteaching burdens off us," one teacher said. Another teacher pointed to the effects of certain kinds of nonteaching duties on teachers when she cautioned, "Don't assign building duty to teachers, . . . Not only is it bad economics, but it's humiliating for the teacher."

5. Change licensing procedures Several teachers mentioned the need for reducing the number of steps necessary to obtain a license. One teacher felt that the school system "should not play up exams so much--it scares the out-of-state teachers."

6. Change appointment procedures. A large number of teachers made the suggestion, "Shorten the time between examination and appointment." Some teachers criticized the impersonal methods of appointment, which led to the feeling that "as a number you are nothing." Other teachers warned against putting new teachers in problem schools, and one teacher observed that "Women don't take the regular exam because they know they'll be sent to Harlem."

7. Revise education course requirements. "College education courses are too easy and are not attracting good people," said one teacher, and another teacher echoed the same thought in saying, "They /the Board of Education/ are so short of teachers they take anything. They should tighten requirements and insist on quality." One teacher with 20 years of experience in the system summed up his own feelings by saying, "You can't beat the old system of teacher training."

8. Improve orientation procedures Many teachers pointed out the need for helping new teachers adjust to the school system Special mention was made of new teachers going into the difficult schools.

9. Improve the image of the teacher A large number of teachers referred to the status of the teaching profession and the need to improve the image of the public school teacher. "We need the right kind of image in the public mind," said one teacher, and another commented that if the image were right, the job would be attractive and no recruitment would be necessary.

Recruitment in Other City School Systems

As part of the study, one of the research associates visited Chicago, Detroit, and Philadelphia to discuss personnel practices with appropriate school officials. The recruitment practices of these three systems are discussed in this section of Chapter III The information reported here was obtained from high administrative officials and represents their perceptions only.

Recruitment Procedures of the Chicago Public School System

Within the last two years, the tempo of teacher recruitment in the Chicago Public School System has been accelerated One school official is "on the road" most of the time talking to students at various colleges and universities. He tells of the number and types of vacancies in various teaching fields and outlines the procedures one must follow in order to obtain a teaching position in the system. The recruiter cannot offer a contract to an applicant because each candidate must make a personal application and must write the examinations under the direction of the board of examiners.

Often members of the board of examiners visit college campuses to address graduating groups and to confer with placement counselors. No effort is made to recruit teachers already working in other school systems.

Areas for recruitment. Recruiters for the Chicago public schools visit the following states: Minnesota, South Dakota, Wisconsin, Iowa, Michigan, Indiana, Ohio, Kentucky, Tennessee, Mississippi, Texas, Oklahoma, Louisiana, Alabama, and Georgia, as well as Illinois.

"Feeder" colleges in Illinois. Chicago has two four-year colleges, Chicago Teacher's College North and South. About 80 per cent of the graduates of these two colleges join the Chicago Public School System. These colleges, however, are not the largest suppliers of teachers to the system. The following supply a large number of teachers. Roosevelt University, University of Chicago, Illinois State Normal, University of Illinois, Loyola, St. Vincent De Paul, and Indiana University

Recruitment Procedures of the Philadelphia Public School System

The Philadelphia Public School System has just begun an organized recruitment program. It is limited, however, in that the individual who is responsible for it is occupied with many other duties which take up a great deal of his time. It is anticipated that more time will be scheduled for his recruitment activities so that he may concentrate his efforts toward recruiting people for the system. The Director of Certification and several subject-matter specialists visit colleges and universities and speak to students in their junior and senior years. For the most part, however (as one official pointed out) people apply for jobs and are not actively recruited.

Recruiters cannot offer contracts to candidates. As in Chicago, recruiters can only inform potential candidates of available positions in the Philadelphia schools. The candidate must make application for a position and must pass the exams given under the direction of the division of certification.

There is no active program for recruiting experienced teachers. The major limiting factor here is the fact that experienced teachers cannot be given equivalent credit for past teaching experience.

Areas for recruitment. For the most part recruitment activities are concentrated within 100 miles of Philadelphia. There is no recruitment of people from New York State or Western Pennsylvania. Most teachers come from Pennsylvania colleges and universities, including Temple, Penn State, Villanova, St. Joseph's, La Salle, and others. Temple University supplies the largest number of teachers for the Philadelphia Public School System. There are no city colleges in Philadelphia.

Recruitment Procedures of the Detroit Public School System

The Detroit Public School System employs one person as chief recruiter. Along with some central office and local field people from the system, the recruiter spends considerable time looking for candidates. Recruitment materials are sent to every NCATE-approved teacher training institution. Personal contact is made mostly in the nearby states.

Wayne State University, the University of Michigan, and Michigan State University supply the majority of the teachers in the Detroit Public Schools. There is no city college in Detroit (what is now Wayne State University was once the city college).

Approximately 20 per cent of the entering teachers had had teaching experience elsewhere prior to joining the Detroit school system. In the main, however, these people apply for positions and are not recruited.

The recruitment team from Detroit can offer a contract on the spot to a candidate in the upper half of his graduating class who makes a favorable impression during the interview. This candidate does not have to take the examinations.

Recruitment of Administrators

In all three school systems there is little or no recruitment activity designed to obtain administrators. An official in Chicago pointed out that most principals come from within the teaching ranks of the school system. In Philadelphia the comment was, "The road to administration is through the system. Almost all of the people in our system are home-bred." In Detroit an official commented, "Promotion is mostly from within the system, primarily because of the number of applicants. The number of applicants from outside the system is about 3 to 5 per cent of the total number of applicants."

Each of the three school systems derives its administrators from the ranks of those already teaching in the system.

Similarities and Differences Among Recruiting Procedures of the Philadelphia, Chicago, and Detroit Public School Systems

Similarities.

1. The tempo of recruitment has been accelerated in recent years for all three systems.

2. These three school systems use their examination procedures as a device for screening candidates. (Detroit examination procedures, however, are different from those in Chicago, Philadelphia, and New York.)

3. The major source of new teachers for Chicago, Philadelphia, and Detroit is the nearby colleges and universities.

4. Almost all incoming teachers are new to the profession (except in Detroit).

5. Recruiters cannot offer contracts "on the spot" to potential candidates (except in Detroit).

Differences.

1. Chicago has two city colleges which supply a significant number of teachers to the school system. Philadelphia and Detroit do not have city colleges.

2. Recruiters from Detroit can offer a contract to students in the top 50 per cent of their graduating class who make a favorable impression on the recruiting team. Recruiters from Philadelphia and Chicago cannot offer contracts and serve mainly to advise the candidates on procedures to follow in order to be placed on an eligibility list.

Factors Which Impede Recruitment

Officials in all three school systems offered explanations as to what factors impede recruitment programs. Following is a summary of the factors that were mentioned.

1. Population changes in large cities, with their concomitant variations in the socio-economic, cultural, and educational backgrounds of pupils, discourage many candidates who fear difficulties in the teaching-learning setting.

2. The image of the large city in the small-town mind keeps many teachers of good potential away from the large cities

3. Poor teaching conditions--large classes, the mixed composition of the student population, and inadequate facilities--deter many potentially good teachers from teaching in large cities

4. The examination procedures that a candidate must go through (except in Detroit) make it difficult to attract capable people. As one recruitment official in Philadelphia said, "The exams stand in the way of getting good people. We are hog-tied by exams so we can't compete with other recruiters who can sign a candidate on the spot "

Recommendations for Recruitment

All of the officials interviewed in the three school systems were asked to recommend desirable recruitment procedures Following is a summary of these recommendations.

1. Dispel the apprehension of the young for the unknown. Many young people are afraid to teach in the big city school systems because they dread bad teaching conditions. The image of the big city school system needs to be changed so that people generally will realize that conditions are not so bad as they appear.

2. Expand the student teaching programs Student teachers should be provided with experience in difficult schools Colleges and universities should be encouraged to enlarge their role in this area

3. Give greater recognition to the importance of the job done by teacher training institutions. A strong liaison should be maintained between the school system and the teacher training institutions.

4. Concentrate greater effort on recruitment of potential teachers from liberal arts colleges. Students in their junior year should be contacted and advised that in their senior-year electives they can obtain enough credits to receive interim certification.

5. Establish strong salary schedules.

6. Recruit more men, in order to stabilize the experience factor of teaching staffs. This would help to overcome the high turnover among young women teachers.

7 Start a drive to encourage more of the most promising students to enter the teaching profession.

8. Use teachers as recruiting agents.

Chapter IV

TEACHER SELECTION AND PROMOTIONAL EXAMINATIONS

There are over 1000 licensed positions in the New York City school system, practically all of which are filled by examinations. The growing magnitude of the testing job can be estimated from the fact that approximately 10,000 examinations were given to 1952 and 31,000 were given in 1961.[1]

The Board of Examiners

Examinations for all positions in the New York school system, except the superintendencies and some Attendance Bureau positions, are prepared and given by the Board of Examiners. The board of examiners is an agency created by law to function as the examining body for the Board of Education. It is considered an administrative arm of the school system and is not--contrary to common belief--a "self-contained body."

The duties of the board of examiners are specified in the education law of New York State and are essentially as follows:

> It shall be the duty of the board to hold examinations whenever necessary, to examine all applicants who are required to be licensed or to have their names placed upon eligible lists for appointment in the schools in such city, except examiners, and to prepare all necessary eligible lists. . . . It shall perform such other duties as the board of education may require. [2]

The relationship between the school district and the board of examiners was established in 1926 and has held to this day:

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[1] The total number of applicants was 34,500 but some 10 per cent did not appear for examination.

[2] Education Law, Section 871, as added by L. 1917, Ch. 786, and amended by L. 1920, Ch. 837.

> The board of examiners of the city school district of New York is not an independent body. It exists as part of the educational system of the district. The jurisdiction of the board of education extends over it as over every other board or bureau of the system, subject only to the exclusive power and duty conferred by statute in the conduct of examinations and the preparation of eligible lists. [1]

Appointment to the board of examiners is through a competitive examination conducted by the Civil Service Board of New York City. Although each vacancy on the board of examiners is advertised nationally, only one "outsider" has been appointed; however, he had taught in the system early in his career. When a vacancy occurs, a member of the Civil Service Board discusses the nature of the position with the board of examiners so as to be able to prepare a list of qualifications. A retired member of the board of examiners is generally employed to assist in preparing the examination, and he sits with the examining panel. Questions are also solicited from qualified educators and civil service personnel.

There are nine examiners, one of whom is the superintendent of schools or an associate superintendent designated by him. One examiner serves as chairman for a term of one year. The staff of the board consists of 40 teachers, permanently assigned as assistant examiners, and some 80 clerical employees. In addition, administrators and supervisors from the school system are employed by the board as part-time assistants for about 90,760 man-hours per year and as proctors at examinations for about 30,500 man-hours.[2] These part-time assistants to the board of examiners constitute a rather permanent group among the city's school administrators. In addition, professors from the metropolitan colleges and universities are invited to assist with examinations.

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[1] Taken from a document entitled "Memorandum As To Inquiries Submitted By A Committee Of The Board of Education Relative To The Board of Examiners," signed by Frank P. Graves, Commissioner of Education, and Frank H. Gilbert, Deputy Commissioner and Counsel, January 23, 1926.

[2] These figures were taken from "A Memorandum Report On Personnel Administration," prepared by Cresap, McCormick, and Paget, September, 1962, p. 4.

Financing the Board of Examiners

The total budget for the board of examiners in 1962-63 was:

Staff	$694, 600
Assistants and proctors	870, 508
Supplies and equipment	55, 200
	$1, 620, 308 [1]

Since 31, 000 examinations were administered last year and each applicant pays a registration fee of $5. 00, the average cost per examination is approximately $47. 00.

In addition to providing a source of extra income to administrative and supervisory personnel who work part-time as assistants to the examiners, the examination process provides many other personnel at this level with an even more lucrative source of income. This source is the coaching school, whose function is to prepare people for taking examinations, primarily the principalship examination. The tuition charge is reported to be about $300 per registrant. One such school currently has 200 "pupils" who have paid about $60, 000 in tuition fees. Figures from the 1961-62 report of the board of examiners show that 2294 persons applied to take the assistant principalship exam at the elementary and junior high levels. Assuming that all had had "coaching" at $300 per person, the total expended by these persons was $688, 200.

In spite of the apparent magnitude of the budget the examiners constantly complain about being overworked and understaffed. (The general attitude of the board was expressed by one examiner who said, "We're miserably understaffed.") When queried as to the reliability and validity of their testing procedures the examiners stated that no studies have ever been done to assess these aspects of their work. They affirm that year after year money is requested for a research section but this request has never been approved.

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[1] These figures were supplied by Dr. Jay E. Greene, Vice-Chairman of the Board of Examiners.

Examination Procedures[1]

Since there are approximately 1000 different licenses, it would be impossible to discuss all the examinations offered by the board in this report. A description of the examination procedures for becoming a licensed substitute teacher, regular teacher, assistant principal, department chairman, and principal should give the reader a general idea of the procedures employed by the board.

The minimum requirements for licenses are set by the State Education Department. These requirements may be raised--but not lowered--by the New York City Board of Education. The function of the board of examiners is to ascertain the degree to which candidates meet requirements set by the Board of Education.

Substitute Teacher's License

Candidates for the substitute teacher's license may apply at any time, since applications are received and exams administered continually. The applicant must present a statement of eligibility from his college if he is not a graduate, or a diploma if he is a graduate. No education courses and no content courses in the teaching area are required for eligibility to take the substitute teacher's examination. The candidate may request counseling and receive it from one of the 40 assistant examiners. The candidate is generally notified of the time and place of the examination within a month of the time his application is received.

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[1] Information for this section was gathered from Examiners Streicher, Bogan, and Klein.

The examination consists of a 450-word essay and an interview test. The essay topic is general in nature, for example, "How can the junior high school teacher help students to adjust to school?" The essay is read for effectiveness of English usage but is not rated for evidence of professional knowledge; the reader is a New York City teacher. If the content of the essay appears "odd" to the reader, the paper is given to a psychiatrist for his judgment. The candidate is given a description of a typical classroom situation to read in preparation for the interview test. He is allowed 30 minutes to study the description and to prepare answers to a set of questions following it. The interview is conducted by one assistant examiner, generally a principal, who listens for ten minutes to the candidate's answers to the set questions. The examiner may then raise further questions. At the end of the interview the examiner decides whether the candidate has passed. The candidate is notified within a month concerning his success. Certain teaching licenses such as those for music teacher, laboratory teacher, etc., call for a performance test; this test is given for both substitute and regular licenses. The candidate must also pass a physical examination before being permitted to teach.

Approximately 80 per cent of the applicants pass the substitute teacher's examination. The board of examiners does not know the characteristics of either those who pass or those who fail. The guess is that those who fail are predominantly from southern negro colleges.

Even after the candidate passes the examination for the substitute teacher's license he (supposedly) cannot receive the license until he shows proof that he has been graduated from college and has had a minimum of eight semester hours in education and 14 hours in his content field. It is possible, therefore, for a person who has had no education courses and no content courses in his teaching field to take and pass the substitute teacher's examination. The board of examiners says this is highly improbable, yet data from the cohort study indicate that it is not only possible but that a noticeable percentage of people with no education courses and no content courses are teaching or have taught in New York City schools. The time gap between passing an examination and review of a candidate's record helps to explain how this could occur.

As can be seen in Table IV-1, there were 20 teachers in the cohort study who had had no courses in education at initial entry. Of these, 17 were at the senior high level, one at the elementary level, one at the junior high level, and one had no level noted on his record card. Of the 23 with no content courses in their teaching field, five were at the elementary, three at the junior high, and 14 at the senior high level, and one had no level noted.

Table IV-1

NUMBER AND PER CENT OF MEN AND WOMEN TEACHING IN NEW YORK CITY SCHOOLS WHO HAD HAD NO EDUCATION COURSES AND NO CONTENT COURSES IN THEIR TEACHING FIELD AT INITIAL ENTRY*

	Men (N=191)		Women (N=222)		Total (N=413)	
	No.	%	No.	%	No.	%
No education courses	17	8.9	3	1.4	20	4.8
No content courses	16	8.4	7	3.2	23	5.6

*N=413; source: Cohort Study.

Sixteen of those tabulated in Table IV-1 had taken neither education course work nor content course work at initial entry. All but three of the 16 held a senior high school teacher's license at initial entry. Of those three, one held an elementary license, one a junior high school license, and one had no level noted. It would seem that what is "highly improbable" is indeed possible.

Table IV-2 shows the kind of license held at initial entry by the 16 teachers discussed in the preceding paragraph. This table also presents information concerning types of teaching service rendered by cases 1 through 16. In evaluating the latter data the reader needs to remember that (1) substitute service was not necessarily given under the license listed in Table IV-2, because many teachers in the system hold more than one substitute license at a given time; (2) service given under appointment requires possession of a regular license. These 16 persons represent 3.9 per cent of the 413 persons in the cohort study. Case 16 is unique among these 16 in that he had not earned a high school diploma although he was over 30 years old. (Case 16 is not unique in having taught under the license listed in Table IV-2 while his individual personnel record showed no education or content courses.)

Table IV-3 presents a complete analysis of the education and content courses completed before initial entry by those in the cohort study. As can be seen from the size of the standard deviation, there are a few cases at the extremes, and it should be noted that these extremes give cause for concern. It is as incredible that anyone should have taken 99 hours of education courses prior to initial entry as it is for a person to have had no professional preparation at all.

Regular Teacher's License

A teacher is eligible for a regular teacher's license when he meets the requirements for full state certification plus any additional requirements imposed by the Board of Education. For example, while a person

Table IV-2

TEACHING SERVICE RENDERED, LEVEL, AND FIRST LICENSE RECEIVED BY THE SIXTEEN TEACHERS IN COHORT STUDY WHO HAD NOT TAKEN EDUCATION OR CONTENT COURSES AT TIME OF INITIAL ENTRY

Case No.	Name of Initial License*	Organizational Level	Teaching Service in New York City			
			Substitute Service		Under Appointment	No Service Rendered
			Per Diem	Regular		
1	Common branches	Elem.	X			
2	Home economics	Jr. H.				X
3	Electric instruction and practice	No level noted	X	X	X	
4	Architectural drafting	D.H.S.	X	X	X	
5	Auto mechanic	D.H.S.	X	X		
6	Auto mechanic	D.H.S.				X
7	Auto mechanic	D.H.S.				X
8	Commercial and domestic refrigeration	D.H.S.	X	X		
9	Fine arts	D.H.S.	X	X		
10	Machine shop work	D.H.S.	X	X		
11	Machine shop work	D.H.S.		X		
12	Maritime trades (deck)**	D.H.S.	X	X		
13	Maritime trades	D.H.S.				X
14	Press work	D.H.S.				X
15	Radio mechanics	D.H.S.	X	X		
16	Woodworking	D.H.S.	X			

*In all cases the initial license was a substitute license.

**This teacher had not graduated from high school.

NOTE: "X" indicates service was given. D.H.S. = Day High School.

Table IV-3

NUMBER OF EDUCATION AND CONTENT COURSES (IN SEMESTER HOURS) ACQUIRED PRIOR TO INITIAL ENTRY BY TEACHERS IN THE COHORT STUDY

	Elementary School			Junior High School			Senior High School		
Education Courses	Male (N=27)	Female (N=92)	TOTAL (N=119)	Male (N=67)	Female (N=56)	TOTAL (N=123)	Male (N=60)	Female (N=38)	TOTAL (N=98)
Average (Mean)	19.9	28.2	26.3	21.3	21.2	21.3	15.5	19.1	16.9
Range									
Low	9	0	0	9	0	0	0	0	0
High	38	76	76	63	64	64	53	99	99
Standard deviation	7.6	13.5	12.9	8.0	10.1	9.0	12.4	14.5	13.4
Standard error	1.5	1.4	1.2	1.0	1.4	0.8	1.6	2.4	1.4
Content Courses	(N=6)	(N=11)	(N=17)	(N=65)	(N=53)	(N=118)	(N=55)	(N=37)	(N=92)
Average (Mean)	40.8	12.8	22.7	33.6	32.2	33.0	31.1	38.7	34.1
Range									
Low	0	0	0	4	0	0	0	0	0
High	99	50	99	60	68	68	92	99	99
Standard deviation	29.5	15.1	25.2	12.1	12.6	12.4	24.4	16.8	22.0
Standard error	13.2	4.8	6.3	1.5	1.8	1.1	3.3	2.8	2.3

Education Courses	Special Services			No Level Noted			All Levels		
	Male (N=3)	Female (N=3)	TOTAL (N=6)	Male (N=3)	Female (N=0)	TOTAL (N=3)	Male (N=160)	Female (N=189)	TOTAL (N=349)
Average (Mean)	18.0	26.7	22.3	12.0	0.0	12.0	18.6	24.3	21.7
Range									
Low	13	15	13	0	0	0	0	0	0
High	23	49	49	30	0	30	63	99	99
Standard deviation	4.1	15.8	12.3	13.0	0.0	13.0	10.3	13.4	12.4
Standard error	2.9	11.2	5.5	9.2	0.0	9.2	0.8	1.0	0.7
Content Courses	(N=2)	(N=3)	(N=5)	(N=3)	(N=0)	(N=3)	(N=131)	(N=104)	(N=235)
Average (Mean)	23.0	20.7	21.6	22.3	0.0	22.3	32.5	32.1	32.3
Range									
Low	7	14	7	0	0	0	0	0	0
High	39	24	39	37	0	37	99	99	99
Standard deviation	16.0	4.7	10.8	16.0	0.0	16.0	19.5	16.3	18.1
Standard error	16.0	3.3	5.4	11.3	0.0	11.3	1.7	1.6	1.2

can teach junior high school social studies on a substitute teacher's license with eight hours of education courses and 14 hours of content courses, he must have 21 hours of education, 26 hours of social studies, and a year of college work beyond the bachelor's degree to be eligible for a regular teacher's license. (It should be noted that candidates with the necessary academic background generally apply for both the substitute and the regular license at the same time.)

The examination for the regular teacher's license is an open, competitive examination with tests scheduled by the Division of Personnel Various media are used to advertise the title, scope, time, and place of the first exam. The applicant receives notice one week in advance to appear for the examination. To go back to the junior high social studies teacher, his written test for the regular teacher's license is scheduled in November, the interview in December or January, and the candidate is generally notified in April.

The written test is composed of two parts, a short subject-matter exam comprising 150 to 200 items and an English essay test similar to the substitute teacher's essay. The interview test is also similar to that part of the substitute teacher's examination, except that the description of a classroom incident is more "searching" and the test is conducted by a panel of three examiners instead of one. Two of the panel are administrators or supervisors, and the third is a speech expert. The final part of the procedure is a medical exam.

The scoring system used in the past stipulated a minimum score of 60 on each part. Last year the system was changed so that there was no passing grade but a score of 50 per cent was considered to be a "cut-off" point. If the candidate fails any part, he has to take the whole test over. Successful candidates are put on an eligibility list; such lists are valid for four years.

If a person holding a substitute teacher's license fails the regular teacher's exam, he can continue to teach indefinitely. In fact, some have spent their entire professional career teaching under a substitute license.[1]

Our junior high school social studies teacher might wish to take the regular academic high school teacher's license. The entire procedure is almost identical to that for the junior high school regular teacher's exam, with the addition of a teaching test in which the candidate teaches one lesson and is observed by one supervisor. The lesson is rated on a standard scale. The examiners remarked that the short-answer items were more "difficult," more "searching" and the interview test more difficult in the senior high exam than in the junior high exam. There are no research studies to determine whether those who fail the junior high pass the senior high test, or vice versa. (To the observer it was somewhat difficult to see how much more may be learned about a person who has passed the examination for the senior high after having passed the junior high exam.)

Assistant Principal's License

The requirements for the assistant principal's license are: five years of teaching either in or outside New York City, two years in a "difficult" school anywhere, one year of graduate study including courses in administration and supervision, and ratings of his training and experience by his supervisors, on a scale devised by the board of examiners. A person meeting these requirements is eligible to take the examination.

The method of preparing the assistant principal's examination is similar to the method used in preparing all other examinations; therefore, a description of this method will offer insight into the operation of the board of examiners. One of the members of the board is designated Examiner-in-charge. He calls together a number of principals of junior and senior high schools to discuss the purpose of the examination. The principals are then asked to prepare questions for the essay portion of the examination. After the questions are submitted and discussed a final selection is made. Some of the principals who have written the questions will be on the interview panels, and some will grade the candidates' answers to the essay questions. All principals who serve as assistant examiners are asked to sign a statement to the effect that they have not conducted "coaching" classes during the past three years. Advertisements for coaching classes are also scrutinized to learn the names of those who are proprietors or teachers in those schools. Members of the board of examiners encourage candidates to attend coaching sessions, since they feel that university courses in administration and supervision are not "practical" enough.

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[1] For a discussion of advantages and disadvantages of teaching under a substitute teacher's license, see Chapter V.

Two years elapse from the date of initial announcement of the assistant principal's examination to the publication of the eligibility list. Following is a discussion of the steps in the testing procedure, with representative dates.

Announcement. Spring, 1963. The announcement is made nine months before the deadline for filing, which is October, 1963.

Written test. December 26-30, 1963. The written test is comprised of two parts, a short-answer test on curriculum and general background (3 hours) and a test on handling practical problems, two papers of three hours each. The written test takes nine hours and is administered on three separate days. The answers are read by a committee composed partly of those who wrote the questions and partly of others of comparable rank. Standard answers are mimeographed and distributed to the committee.

Supervisor's test March, 1964. Each candidate observes two different lessons as they are taught. Sometimes the candidate goes into a classroom to view a lesson; at other times, all candidates view a lesson together over closed-circuit TV. Following each lesson the candidate has two hours in which to write a paper discussing the strengths and weaknesses of the lesson and making recommendations for improvement. These papers are graded by experienced supervisors who have viewed the same lessons; standard answers are prepared for each individual lesson, and the grades of each candidate's two lessons are averaged. The criteria applied by the supervisors are not necessarily based upon educational research but may be based on "what people in the field think is good." The supervisors who grade these papers generally have worked for the board of examiners for a number of years. They have been trained in evaluating written examinations, and the board appears to have great confidence in them. Like the principals who serve as assistant examiners, these supervisors are asked to sign a statement that they have not taught coaching classes in the past three years. One supervisor was dropped as an assistant examiner when it was discovered that he was teaching a coaching course at Long Island University.

Interview test. October or November, 1964. The format of the interview test is the same as for teachers' licenses. The candidate is given a description of a "difficult situation" and is allowed one hour to study it and prepare answers to a set of questions relating to it. He is then given 30 minutes to answer the questions before a panel composed of three or more principals and a speech consultant. Further questions may be raised by the panel.

Rating of training and experience. October or November, 1964. The candidate's experience and education beyond the minimum is rated, using a standard schedule. (The older candidates have an advantage at this step of the examination procedure.)

Appraisal of record. Spring, 1965. The administrative staff employs a rating scale devised by the board of examiners to appraise the entire professional record of the candidates.

Medical examination. The medical examination is performed at some point along the way. The doctors are alert for psychiatric as well as medical problems.

Establishment of eligibility list. Spring, 1965. The length of time that the list is valid is rather indefinite since recent practice has been to keep lists "alive."

General comments. The examiners report that from 20 to 25 per cent of these candidates were acting assistant principals. Since 1000 took the last test, some 200 to 250 were performing the job before they were licensed. The examiners did not know how many of the acting assistant principals passed the examination.

An effort is made to formulate questions without a New York City bias. It is granted, however, that a "big city" orientation will favor the candidates possessing it. Very few "outsiders" ever pass either the assistant principal's or principal's examinations.

Department Chairman's License

The examination for the chairman's license is almost identical to the assistant principal's but there is an added step, the teaching test. The candidate must go to a school and teach a class previously unknown to him. The lesson is observed by a panel composed of chairmen from appropriate departments and an occasional principal or college professor. The lesson is rated on a highly structured form.

Principal's License

The junior and senior high school principal's examinations are non-competitive, that is, the eligibility list is established alphabetically and the superintendent may appoint anyone from the list. The elementary principalship is competitive and the superintendent must choose from among the top three names. The superintendent has the authority to name those who may take the junior and senior high school principalship exams, but has not done so in the past 12 years.

The principal's exam is similar to the assistant principal's exam with two exceptions. The first exception is that the focus of the exams is different, for the role of the principal is different from the role of an assistant principal; the second exception is the addition of an inspection test to the principal's examination. In the inspection test a team of principals visits the candidate's place of work. They spend from three hours to two days inquiring into his relations with staff, records, growth of the unit, his role in the unit, and the like. An inspection schedule is used to guide the observations of the team. The inspectors refrain from asking teachers their opinion of the candidate. The panel members are not supposed to have a previous acquaintance with the candidate, and each member is asked to "search his conscience" as to whether he knows the candidate.

Teachers and the Selection Procedures

Information and opinions on a number of issues were gathered from teachers and administrators through interviews and by studying the records of a cohort which achieved initial entry in 1950. The questions raised in this section of Chapter IV are:

1. How many licenses do teachers accumulate?
2. What is the time lapse between the filing of the application and the applicant's receipt of the regular teacher's license?
3. Are promotional opportunities open to all within the school system?
4. Are the promotional tests fair to all?

5. Do the promotional tests help retain good people in the New York City schools?

Number of Licenses

Since the number of examinations taken each year is very high, it was pertinent to ask at what point in a teacher's career examination-taking is most prevalent. Table IV-4 indicates the number of licenses obtained each year by the cohort group from 1950 through 1962. Nearly half of this group obtained one additional license during the first year of appointment. The number obtaining one additional license per year dropped sharply after the first year (1950) and held steady at about 11 per cent until 1955, when the rate dropped to about 5 per cent. In 1960 the rate again dropped to 2 per cent, where it has stayed. About 10 per cent of the cohort group took two additional licenses in 1950, but the rate of taking two additional licenses per year dropped to very small percentages after that. The high point of license-taking was attained by four teachers, each of whom took four additional licenses in 1950.

From 1950 through 1962 the 413 teachers in the cohort group obtained 608 additional licenses. This is an average of 1.5 additional licenses per person. In addition, each teacher in this group failed an average of one (0.9) examination for license during the 1950-1962 period.

The assertion that examination-taking is a career-long activity of New York City Public School teachers is further supported by evidence from the teacher-interview data. At the time of the interviews these teachers (1025) were holding 402 additional licenses. The tabulation on page 118 is from the interview data.

It is interesting to note that out of the 1025 interviewed, 42 teachers hold 3 to 5 additional licenses and 5 teachers hold 6 to 8 licenses.

Table IV-4

ADDITIONAL LICENSES OBTAINED FROM 1950 TO 1962 BY TEACHERS IN THE COHORT STUDY, BY YEAR

(All Percentages Approximate and Based on 413)

Number of Additional Licenses Obtained	1950		1951		1952		1953		1954		1955		1956		1957		1958		1959		1960		1961		1962	
	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%	No	%
One	194	47.0	53	12.8	48	11.6	37	9.0	47	11.1	22	5.0	29	7.0	17	4.0	13	3.0	20	5.0	8	2.0	11	3.0	6	2.0
Two	41	9.9	5	1.2	9	2.0	1	0.2	8	2.0	3	0.7	1	0.2	4	1.0	4	1.0	4	1.0	1	0.2	2	0.5	2	0.5
Three	12	3.0	2	0.5	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
Four	4	1.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
TOTAL LICENSES	251		60		57		38		55		25		30		21		17		24		9		13		8	

Number of Other Licenses Held	Number of Teachers	Percentage of Total Teachers Interviewed (N=1025)
1	247	24.1
2	108	10.5
3-5	42	4.1
6-8	5	0.5
9 & over	0	0.0
TOTAL	402	39.2

Time Lapse

Table IV-5 presents data on the time lapse between date of application and receipt of the regular teacher's license, related to the number of years of service in the New York City schools. The table shows clearly that the time lapse has been decreased markedly in recent years. Whereas five or more years ago the average wait was one year, over half of the teachers now receive their license in less than three months. The table demonstrates that efforts of the board of examiners to cut the waiting time have been quite successful.

Are Promotional Opportunities Open to All?

All of the teachers interviewed were asked the question, "Are promotional opportunities open to all within the school system?" The over-all response (see Table IV-6) clearly indicates that opportunities are open to all. The teachers in the vocational high schools are a little less certain, with 36.2 per cent saying "No" or "Don't know, undecided." When the response to this question is analyzed by ethnic groups, the difference in perception between Negro and Other is noted (see Table IV-7). The "No" responses by Negroes are twice the "No" responses by Others. The small size of the Negro sample is a problem here since they represent only 5 per cent of the interview sample, whereas the actual percentage in the school system is 8.3. Nonetheless the response should be

Table IV-5

MONTHS OF ELAPSED TIME FROM DATE OF APPLICATION TO RECEIPT OF REGULAR TEACHERS' LICENSE (FROM THE TEACHER INTERVIEWS; N=934)

Time Lapse in Months	0-1 years (N=84)	2-4 years (N=161)	5-9 years (N=186)	10-14 years (N=94)	15-19 years (N=77)	20 years or more (N=33=)	All Time Periods (N=934)
	%	%	%	%	%	%	%
1-3 months	53.6	26.7	13.4	7.5	11.7	7.8	16.6
4-6 months	26.2	29.8	12.4	8.5	13.0	10.2	15.5
7-9 months	10.7	19.3	14.0	5.3	3.9	4.8	9.6
10-12 months	8.3	18.0	39.8	39.4	39.0	37.1	32.1
13-18 months		4.4	7.5	13.8	5.2	8.7	7.2
19-24 months		1.9	7.0	14.9	14.3	16.0	10.0
2 years or more	1.2		5.9	10.6	13.0	15.4	8.9

Table IV-6

TEACHERS' RESPONSE TO QUESTION "ARE PROMOTIONAL OPPORTUNITIES OPEN TO ALL?" TABULATED BY ORGANIZATIONAL LEVEL (FROM THE TEACHER INTERVIEWS; N=990)

Response	Elementary		Junior High		Academic High		Vocational High		"600" Schools		All Levels	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Yes	173	72.4	133	75.1	276	75.2	122	63.9	14	87.5	718	72.5
No	31	13.0	23	13.0	74	20.2	45	23.6	1	6.3	174	17.6
Don't know, undecided	35	14.6	21	11.9	17	4.6	24	12.6	1	6.3	98	9.9
TOTAL	239	100.0	177	100.0	367	100.0	191	100.0	16	100.1	990	100.0

Table IV-7

TEACHERS' RESPONSES TO QUESTION "ARE PROMOTIONAL OPPORTUNITIES OPEN TO ALL?" TABULATED BY ETHNIC BACKGROUND

(From the Teacher Interviews; N = 972)

	Negroes		Puerto Ricans		Others		TOTAL	
	No.	%	No.	%	No.	%	No.	%
Yes	29	58.0	1	50.0	674	73.4	706	72.5
No	16	32.0	1	50.0	155	16.9	171	17.6
Don't know, undecided	5	10.0	0	0.0	89	9.7	95	9.8
TOTAL	50	100.0	2	100.0	918	100.0	972	100.0

interpreted as indicating that the Negroes are not as certain as the Others that promotional opportunities are open to all. When the interviewers probed further with those who felt that promotional opportunities were not open to all, only 7 of the Negroes and 10 of the Others felt that there was ethnic discrimination. Thirty-six Others and 6 Negroes thought that political pull was needed. None of these responses was given frequently enough to cause serious concern.

Are the Promotional Tests Fair to All?

When the teachers were asked, "Are the promotional tests fair to all?" somewhat more than half answered "Yes," as can be seen in Table IV-8. Slightly less than half in the vocational high school answered "Yes." The negative feeling of this group may be attributed to the fact that a college degree is a prerequisite to taking the examinations. Excepting the large "Don't know, undecided" answer in the elementary schools, the responses are similar at all levels. The roughly 50-50 response to this question indicates that teachers are not at all certain that promotional tests are fair to all. The numerous reasons given for thinking that the tests were not fair are summarized in Table IV-9. "Tests don't measure 'real abilities'" is the most commonly given reason. This opinion is held most strongly in the vocational and junior high schools. "Ethnic discrimination" is second in frequency and "examiner bias" is third. Examiner bias is most strongly felt in the senior high schools.

The text table on page 123 contrasts the Negro and Other responses to the question, "Are the promotional tests fair to all?"

The Negro responses of "No" and "Undecided" total 60 per cent contrasted with 42.8 per cent for Others. Negroes tend to feel the tests are not fair. They give "ethnic discrimination" as the single most frequent reason. Twelve of the interviewees gave this response. Again, the small sample should be kept in mind in interpreting this response.

Table IV-8

TEACHERS' RESPONSE TO QUESTION "ARE THE PROMOTIONAL TESTS FAIR TO ALL?" TABULATED BY ORGANIZATIONAL LEVEL (FROM THE TEACHER INTERVIEWS; N=981)

Response	Elementary		Junior High		Academic High		Vocational High		"600" Schools		All Levels	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Yes	126	52.9	97	57.7	221	59.4	93	49.5	11	68.8	548	55.8
No	38	16.0	33	19.6	97	26.1	46	24.5	3	18.8	217	22.1
Don't know, undecided	74	31.1	38	22.6	53	14.3	49	26.1	2	12.5	216	22.0
TOTAL	238	100.0	168	99.9	371	99.8	188	100.1	16	100.1	981	99.9

Table IV-9

TEACHERS' REASONS WHY PROMOTIONAL EXAMS ARE NOT FAIR TO ALL: RESPONSES GIVEN BY THOSE ANSWERING 'NO' IN TABLE IV-8, BY ORGANIZATIONAL LEVEL (FROM THE TEACHER INTERVIEWS; N=197)

Reason	Elementary		Junior High		Academic High		Vocational High		"600" Schools		All Levels	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Tests don't measure real abilities	11	30.6	11	39.3	29	29.9	13	40.6	1	25.0	65	33.0
Ethnic discrimination	10	27.8	8	28.6	23	23.7	7	21.9	1	25.0	49	24.9
Examiners biased in some cases	5	13.9	3	10.7	24	24.7	8	25.0	0	0	40	20.3
Unfair questions	4	11.1	2	7.1	9	9.3	2	6.3	1	25.0	18	9.1
Too much tension	2	5.6	1	3.6	7	7.2	1	3.1	0	0	11	5.6
Have to take cram courses	3	8.3	2	7.1	1	1.0	0	0	1	25.0	7	3.6
Unrealistic test conditions	1	2.8	1	3.6	4	4.1	1	3.1	0	0	7	3.6
TOTAL	36	100.1	28	100.1	97	99.9	32	100.0	4	100.0	197	100.1

	Negroes		Other		Puerto Ricans		Total	
	No	%	No.	%	No.	%	No.	%
Yes	20	40.0	520	57.1	0	0.0	540	55.9
No	21	42.0	188	20.7	2	100.0	211	21.1
Don't know, undecided	9	18.0	201	22.1	0	0.0	210	21.7
TOTAL	50	100.0	909	99.9	2	100.0	961	99.7

Do Promotional Tests Help Retain Good People?

Table IV-10 contains the responses to the question, "Do the promotional tests help retain good people in New York City schools?" The response is surprisingly and consistently negative. Only a third of the teachers answered the question "Yes." While the most negative response is reported from the vocational high schools, all levels hold a similarly low estimate of the retaining power of the promotional tests. There is little question that the teachers do not believe the tests retain good people.

Reactions to Promotional Tests, by Years in the System

Table IV-11 is a composite table in which answers to the questions, "Are the promotional exams fair to all?" "If not fair, why not?" and "Do the promotional exams help to retain good people?" are analyzed in terms of length of service in the system.

As regards the promotional exams, the contrast in attitude between older and younger teachers is marked. There is almost a 20 per cent difference between these groups of teachers. Nearly 60 per cent of the older teachers who have served 20 years or more believe the promotional tests are fair, while only 41 per cent of the teachers with one year of experience agree with them. The total numbers of these groups are 82 older and 83 newly-appointed. As the number of service years increases, belief in the fairness of the tests grows. The attitude of the older teachers is further supported by the smaller percentage (15.8) of "undecided."

Table IV-10

TEACHERS' RESPONSES TO THE QUESTION "DO THE PROMOTIONAL TESTS HELP RETAIN GOOD PEOPLE IN NEW YORK CITY SCHOOLS?" TABULATED BY ORGANIZATIONAL LEVEL (FROM THE TEACHER INTERVIEWS; N=892)

Response	Elementary		Junior High		Academic High		Vocational High		"600"		All Levels	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Yes	76	35.2	54	32.7	125	38.5	47	27.2	8	57.1	310	34.7
No	69	31.9	71	43.0	141	43.4	69	39.9	5	35.7	355	39.8
Don't know, undecided	71	32.9	40	24.2	59	18.2	56	32.4	1	7.1	227	25.4
TOTAL	216	100.0	165	99.9	325	100.1	172	99.5	14	99.9	892	99.9

Table IV-11

TEACHERS' RESPONSES TO QUESTIONS "ARE THE PROMOTIONAL TESTS FAIR TO ALL?" AND "DO THE PROMOTIONAL TESTS HELP RETAIN GOOD PEOPLE IN NEW YORK CITY SCHOOLS?" TABULATED BY NUMBER OF YEARS IN THE SYSTEM (FROM THE TEACHER INTERVIEWS)

	0-1 years	2-4 years	5-9 years	10-14 years	15-19 years	20 years or more	All Time Periods
	%	%	%	%	%	%	%
Promotional exams fair?							
Yes	41.0	51.8	57.6	58.1	56.1	59.7	55.8
No	14.5	15.3	21.4	29.0	29.8	24.2	22.1
Don't know, undecided	44.6	32.9	20.9	12.9	14.6	15.8	22.0
If not fair, why not?							
Ethnic discrimination	20.0	30.4	28.6	29.6	35.0	16.2	24.3
Don't measure real abilities	50.0	34.8	34.3	18.5	25.0	37.8	33.3
Unfair questions	10.0	4.3	5.7	11.1	15.0	9.5	9.0
Have to take cram courses	10.0		5.7	7.4		2.7	3.7
Too much tension		4.3	2.9	11.1		8.1	5.8
Unrealistic test conditions		8.7	2.9	7.4		2.7	3.7
Examiners biased in some cases	10.0		20.0	14.8	25.0	2.3	20.1
Exams help retain good people?							
Yes	25.0	33.8	32.4	32.1	44.4	37.1	34.7
No	29.8	31.2	46.0	45.2	41.7	41.9	40.0
Don't know, undecided	45.2	35.0	21.6	22.6	13.9	20.5	25.3

It should be noted that the beginning teacher is somewhat evenly divided between "yes" and "undecided."

Again, "Do not measure real abilities," "ethnic discrimination," and "examiners biased in some cases" (in that order) are the explanations for unfairness of those who answered "No." Fifty per cent of the new teachers believe the tests do not measure real abilities. While 37.8 per cent of the older teachers also believe this, teachers who have served from 2 to 19 years are stronger than they in their belief that ethnic discrimination accounts for unfairness.

The age groups are divided regarding the tendency of the examinations to retain good people. The "undecided" sharply declines after the fourth year.

Summary

Only slightly more than half (56%) of all the teachers in the system perceive the promotional examinations as fair. The remainder are equally divided among "not fair" and "undecided."

Of the teachers who answered "No" to the fairness of the test (22%), reasons why ranked in this order: "do not measure real abilities," "ethnic discrimination," and "the examiners are biased in some cases." Higher percentages of Negroes and of vocational teachers believed the tests did not measure real abilities, whereas the academic high school teachers joined the vocational teachers regarding the occasional bias of the examiners. Over 25 per cent of those who considered the examination unfair perceived ethnic discrimination.

Recently appointed teachers and those with many years of service do not agree about fairness of the tests. More of the former think them unfair. The belief in fairness grows as years of service increase. The older teacher does not think ethnic discrimination is as strong a factor in unfairness as measurement of abilities and examiners' bias.

The Negro teachers perceive ethnic discrimination as a factor but not measurement of abilities.

The substitute teacher has less confidence than the regular teacher in the fairness of the tests.

Only 35 per cent of the teachers think the examinations help to retain good personnel. Forty per cent believe they do not help. The remainder did not know whether the exams helped or not. It may be concluded that the New York City teacher's confidence in the promotional examinations is not high.

Selection in Three Large Cities

Chicago

The board of examiners of the Chicago Public School System, established by the Otis Law of 1917, is an integral division of the school system. The members of the board of examiners serve at the pleasure of the school system and are not civil service appointees (as in New York City).

The board of examiners includes the General Superintendent and two others who are appointed for two-year terms on recommendation of the general superintendent ratified by the Board of Education.

The board of examiners serves as the certification office. It handles the certification only of teachers and principals.

Certification. The Chicago board issues certification for 50 different positions among a total of 21,000 educational personnel. Certification may be temporary or permanent. Most of the personnel enter the system by temporary certification, which expires at the termination of each school year when these teachers must reapply and meet any new requirements for the certificate. Presently 4800 persons are in this classification so approximately 25 per cent of the total staff holds temporary status. Temporary personnel are employed on a day-to-day basis and may be displaced when teachers with regular certificates are available. The board spends half its time working with temporary certification. The requirements for this status are an interview, if possible, and an examination of credentials.

The examination for the regular certificate is given to large numbers of applicants six times each year. This exam is made up of (a) the National Teachers Examination (a special version prepared for Chicago); (b) a practical test, only for those applying to teach special subjects such as art, music, etc.; (c) an oral test conducted by a committee of five principals, which is recorded on a disc, becomes part of the candidate's file, and is weighted at 50 per cent of the total grade; (d) a physical examination. Experts from 15 states prepare the examinations (except the special version of the NTE), and these are administered by the board. The average time between application and certification is three weeks.

Examination for the principalship. The Chicago system holds an examination for the principalship every two years. The requirements for the position are:

1. A master's degree or a doctor's degree in education.
2. Four years of successful teaching experience and two additional years of successful teaching-and-administrative experience.
3. A written examination covering public school administration, public school supervision, content, and methods of teaching.
4. An oral examination given to those who have passed the above, which probes the candidate's character, scholarship, and general fitness for the certificate.

The candidate's final grade for the whole program must be 80 or better. A list by rating is posted and appointments are made from it by the superintendent. The length of time from the examination to the posting of a list is three months. There is no distinction made between elementary and secondary principals for the purposes of this examination.

Assistant principals. No examination is held for the assistant principalship. Those who are interested in this position need only apply. The minimal requirements for the post are a master's degree and some course work in administration and supervision. Each candidate is interviewed by four persons, the principal in whose organization a vacancy exists, the assistant superintendent in charge of personnel, and two district superintendents Assignment follows almost immediately upon completion of the interviews

Further comment No examinations are given for department chairmanships or subject supervisors. Department chairmen are appointed by the principal, who has some responsibility for appointments to the special positions in his school Anyone who has a teaching certificate, a master's degree, and eight years of experience is eligible for a subject-supervisor's position

Philadelphia

The Division of Examinations of the Philadelphia Public School System is staffed by a director and two assistants. It is responsible for examinations, recruitment, personnel selection, eligibility listing, registration of substitutes certification, salary classification and adjustment, scholarship examinations, and USAFI tests. There are 250,000 pupils enrolled in the Philadelphia schools.

Substitute teaching certification An applicant for a substitute teacher's license may qualify on one of three levels, depending upon training: (a) "fully qualified"--the applicant must possess a state certificate and meet the system's requirements for a regular certification; (b) "partially qualified"--the applicant must have a state certificate but does not meet all of the system's requirements; (c) "emergency"--all who do not fall into the first two classifications.

There are 900 fully qualified substitutes who may teach until replaced by a regular teacher The beginning salary of a qualified substitute is $400 less than the regular starting salary and the maximum is $1800 less. The system has registered 5000 substitute teachers. Most of these would like to become regular teachers but are unable to pass the exams or meet state certification requirements. These people are given "emergency"certificates which are renewable each year.

Regular teaching certification. Certification for a regular teaching position requires:

1. A state certificate.

2. A passing grade in the National Teachers Examination.

3. A passing grade on a written test covering educational trends, principles of teaching, child development, written expression, etc. This test takes a maximum of three hours to complete.

4. An oral interview conducted by five persons with experience in education. Each one evaluates the candidate independently on physical and personality characteristics, use of English, aptitudes, and potential contribution to the system. The median grade of the interview groups is the official grade.

A practical test is given to those who are interested in teaching the special subjects, music, art, physical education, etc. This applies particularly at the junior and senior high school levels.

His composite score determines the place of the applicant on the eligibility list. Results are weighted as follows: NTE 40, written exam 20, and interview test 40. A mark of 70 or better is needed to take the oral examination. From date of application to the posting of the eligibility list is about one month for applicants at the elementary level, and four to six months for those at the secondary level.

Elementary school principal. The examination for the elementary principalship is held every two years: the requirements are:

1. Six years of successful teaching experience in the elementary school.

2. A master's degree.

3. A passing grade on the National Teachers Examination.

4. A passing grade on a written examination submitted by the district superintendents and the associate superintendent for elementary education.

5. Passing an oral examination administered by the five associate superintendents within ten days after passing the written examination.

A score of 80 or over for all the above is mandatory. If he is successful, the candidate's name is placed on the eligibility list.

All candidates on the eligibility list are observed by a team of district superintendents, each acting independently; these visits are unannounced.

In July of every year the district superintendents meet to review the eligibility list and re-evaluate the candidates on it. This is known as the "Rating Board" which ranks the candidate on the basis of merit. Thus a candidate can rise or fall on the eligibility list, depending upon the evaluation of the rating board. The list is always active. However, unless a candidate rises to the top 50 per cent on the list within a 10-year period he is dropped. "If you are on the list two to three years you have been visited by all the district superintendents; if you impress them you rise rapidly on the list, " was a local comment.

Junior high school principals. There is no eligibility list for this appointment. Candidates are nominated by the district superintendents and the appointment is made by the Board of Superintendents (the five associates and the superintendent). These candidates come from the ranks of elementary school principals and/or from among the vice-principals in junior or senior high schools. The last need a comprehensive or secondary certificate.

A person cannot request or file application for this position. He is nominated by the district superintendents on the basis of his performance.

Junior and senior high school vice-principal. The candidate needs a comprehensive or secondary certificate issued by the state. Certification by the state is based on transcripts.

The candidate goes through local written and oral exams, an eligibility list is established, and appointments are made from it by the associate superintendent for secondary education.

The Board of Superintendents determines what should be included in the exams and a district superintendent is appointed to chair the oral exam.

The examinations are different for junior high and senior high school vice-principals; the passing mark for both is 70. People may take either or both exams depending on the number of vacancies. The list expires on a date set by the Board of Superintendents. The list usually is active for 24 months.

The vice-principals do not teach and are appointed on the basis of their rank on the exam.

Department heads. Exams are set by the subject matter department heads in the system. The examination is chaired by a district superintendent. Note the following difference: the heads of departments in senior high schools receive some released time and a pay differential; department chairmen in junior high schools get some released time but no extra pay (they are appointed by the junior high school principal).

The panel for the oral exam includes principals of senior high schools and a district superintendent.

Senior high school principals. Appointment is based upon recommendation from the district superintendent and evaluation by the Board of Superintendents.

District superintendents. Appointment is made by the superintendent on the recommendation of the associate superintendents and the district superintendents. The career pattern of the current district superintendents has been from teacher to junior high school principal to district superintendent. The reason why senior high school principals are passed over was given as: "Senior high school principals are heads of the factories. . . . They have a lot of assistants who do the professional work. In the junior high the professional work is done by the principals and this is more observable to the district."

Supervisors. Appointment is on the basis of written, oral, and performance tests (in music, industrial arts, etc.). An eligibility list is then prepared.

Some general comments on promotion in Philadelphia.

1. The district superintendents run the exams. Each has charge of a special area of examination. They are apparently very powerful because of their role in promotions.

2. Evaluation and recommendation are the keys to promotion beyond the elementary school principalship. One does not apply but is recommended for junior and senior high school principalships.

3. The higher the position, the greater the involvement of the superintendent.

4. The elementary school principalship is the only principalship open to outsiders.

5. No one from outside the system has been appointed to any principalship in Philadelphia for the past five years. About 50 new principals have been appointed over this period.

6. The road to administration is through the system ("99 44/100 per cent of the people in our system are home bred"). This also includes the central office personnel except for the music director, assistant director, director of pupil personnel and guidance.

7. The current superintendent and the five associate superintendents have come through the system.

Detroit

Certification. All applicants must present a state certificate and a transcript of college work giving evidence of having earned the bachelor's degree before employment. Student teaching and professional courses are mandatory.

Recruitment. Detroit has used a method of employing teachers which differs from the usual practice in large cities. Recruitment teams are sent to various colleges to interview applicants. Senior students in the upper half of their class are interviewed and if satisfactory are offered contracts without having to take examinations. The student who is in the upper half of his class and applies by mail is invited to come to Detroit for an interview. If satisfactory to the interviewer he, too, is offered a contract without having to take examinations.

Examination. The Detroit school system does not have a board of examiners. Examinations for teaching positions are given by the Psychological Clinic.

The examination for teachers is as follows: two written examinations are given, the National Teachers Examination and a test constructed by Detroit personnel. The candidate is given an interview test by a committee of five (a member of the personnel department, a subject area supervisor, a principal, a teacher, and a consultant); the test is similar to those in other systems. A medical examination is also required.

The applicants for all types of teaching licenses must take the above tests. Only two types of certificates are given: elementary teaching (K-8) and secondary (7-12). Teachers may be employed as regular teachers, per diem substitutes, or emergency-substitutes-in-regular-position. The differences between these lie in salaries and fringe benefits.

Examinations for administrative positions. Certification is offered, by examination, for seven positions in administration:

1. Elementary school principal
2. Assistant elementary school principal
3. Secondary school principal
4. Secondary school assistant principal
5. Secondary school department head
6. Department chairman
7. Secondary school counselor

The examinations for these positions are held every two years. The procedure is like that for teachers. The examination questions are related to the administrative area for which the candidate is applying. An appraisal committee of five to eight members evaluates the candidate and his scores; an outside consultant sits with this committee. The time lapse between application and the issuance of a Detroit teaching certificate is very short. Tests are offered every two weeks and everyone who takes a written examination is interviewed the following week.

A Note of Comparison

When the examination procedures of New York City are compared with procedures employed in three other large cities, one is struck by the tremendously large and complicated structure which has been created in New York. Since the research team cannot make recommendations, no suggestions will be made in this document, but several are apparent to any observer.

Chapter V

MOBILITY PATTERNS OF TEACHERS AFTER INITIAL ENTRY

This chapter undertakes to describe certain mobility patterns of New York City Public School teachers after they have achieved initial entry.[1] In preparing this description (as elsewhere in this report), publications of the Board of Education and interviews with functionaries at the Board have complemented the data from the teacher interviews and the cohort study. Including a number of mobility patterns within a single chapter fulfills McFarland's recommendation to practicing school administrators: "Conceive of teacher-transfer, teacher-turnover, and promotion as types of career movement within the organizational structure of the American public schools."[2]

Some career patterns within the New York school system appear to rest upon a highly personalistic base. While a teacher is seeking horizontal mobility (without change in rank), shopping around is a vitally important activity. "Shopping around" consists of following leads provided by friends already in the system, clerks in the Bureau of Appointments, or one's own initiative. The following excerpts from the records of the teacher interviews illustrate "shopping around" activities:

> One female high school teacher had a woman friend who was a chemistry teacher under appointment at High School X; this friend wanted a place at High School B. She was told by the principal of High School X that he would release her if she found her own replacement. Thus the

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[1] The scope of the present study does not encompass all possible mobility patterns; for example, leaves of absence have not been considered.

[2] Wayne J. McFarland, "A Study of Teacher-transfer in the Public School Systems of America's One Hundred Largest Cities" (unpublished Ed. D. dissertation, Teachers College, Columbia University, December, 1959), p. 111.

> news of a possible vacancy at High School X reached our interviewee who thereupon requested a meeting with the principal. She was subsequently interviewed by the principal and the head of the chemistry department, and was notified by these persons on the same day that they were going to request her appointment to High School X. About two months later she received official notice of her appointment to High School X, effective the following September. Her friend (the interviewee's friend) moved to High School B, "a very good school," that same month.[1]

Another interviewee commented, "You had to run around to get a job."

Once a teacher begins seeking vertical mobility (i. e., promotion) another kind of personalistic behavior is vital. This the research team has termed "GASing"--Gaining the Attention of Superiors. In essence GASing is doing a particular job to the satisfaction of one's superiors. That job may not be difficult to do, but it is either one that few can do successfully or one that only a few persons will undertake. It is a non-teaching task and time-consuming. It is ratable by the superior and important to him.

The following is from the written records kept on one of the eight members of the cohort who are now serving as assistant principals. This extract illustrates both the essence and the importance of Gaining the Attention of Superiors.

> Willing to accept extra duty.
> 1. Coordinator of museum activities--ordered materials, scheduled use of materials and visits to museums.
> 2. Operated visual aids for groups.
> 3. Organized Flag Day ceremonies for school
>
> (Later in the records this person is described as "a tower of strength.")

The description of mobility presented in this chapter focuses upon (1) Assignment and Reassignment, (2) Appointment and Transfer, (3) The

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[1] This excerpt and others in this chapter have been edited for clarity and to ensure the anonymity of interviewees. Except for such editing, the excerpts are verbatim accounts of the research team's written records.

Helpfulness of Definitions, (4) Informal Promotions, (5) Acting Promotions, and (6) Licensed Promotions.

Assignment and Reassignment

Teachers serving under a substitute teacher's license, whether on a per diem or a regular basis, are assigned to vacancies. A teacher is assigned by a principal to teach in his building, and serves there at the principal's discretion. Even "regular" substitutes (termed "permanent substitutes" by the Bureau of Audit) have only a day-by-day hold on a job, according to an interviewee at the Board. The latter perception of a "regular's" tenure rights is unlike the view held by some of the teacher-interviewees, who perceived a "regular" substitute as having tenure by the semester.

The result of a substitute teacher's shopping around is a one-to-one matching between a person with a substitute teacher's license and a vacancy. At all organizational levels the principal's chief assistant for personnel, regardless of title, is involved in screening the candidate, the major exception being instances where a particularly powerful department chairman dominates. In schools where this is the case, the administrative assistant or dean or assistant principal ordinarily involved in personnel matters is by-passed.

Sometimes it is the teacher who initiates shopping around, as the following excerpts from the records of the teacher interviews show.

> He had contacted the principal of the school who in turn requested his services.
>
> He personally contacted the school of his choice and was hired by them.
>
> /A female interviewee reported/ As sub I registered in only one school--this one.

Sometimes it is the principal who initiates shopping around. Via telephone a principal may suggest to those high on the eligibility list or to someone brought to his attention by a respected colleague or friend, or to someone who previously did a "good job" in his school, that he or she initiate the process described above in the introduction. Similarly, it is sometimes the department chairman who initiates, as shown in the following excerpts from the teacher-interview data.

> She remained here at ______ upon request of her chairman and principal for whom she was already working as a regular substitute while also being a Ford Foundation-sponsored student at _____ University.
>
> He was teaching as per diem sub one day at another high school prior to coming here. He happened to mention to an English class that he was a speech teacher. . . . The son of the chairman of _____ High School's English Department was in that class and was impressed by him. The student told his father, who called the interviewee, persuaded him to come for an interview, and then hired him as regular sub to teach speech.

Data from the teacher interviews suggest the following lists of advantages and disadvantages associated with substitute service.

Advantages of Substitute Service

Advantages to the individual teacher:

1. Can choose school and area.
2. Can choose a principal for whom she wants to work
3. Can evaluate more easily the desirability of a particular school for possible regular assignment.
4. Can accept or refuse work on a given day, while a per diem substitute (included among per diem substitutes are:
   a) graduate students with limited free days,
   b) housewives with limited free days,
   c) those with another job and limited free days).
5. Can avoid contributing to a retirement plan. Among those who find this desirable are:
   a) single women who plan to marry,
   b) married women planning to have families,

   c) people attending graduate school in the evenings and earning degrees in other areas,
   d) people getting experience necessary to teach in another system.

Advantages to the principal:

1. Can choose a particular teacher to fill a given vacancy.
2. Can manipulate a substitute teacher more than a regular teacher, e. g., giving him undesirable classes, hours, and/or duties.
3. Can call a per diem substitute at times of emergency to fill a position.
4. Can get rid of a substitute teacher more easily than a regular teacher.
5. Can observe a substitute for the purpose of screening him as a future regular teacher.
6. Can expect few if any complaints or formal grievances from a substitute teacher, since a substitute's job vulnerability is great and the substitute generally has little invested in the particular vacancy he is filling.

Advantages to the system:

1. Provides an opportunity to save money, because
   a) the Board spends almost no time on the problem of filling vacancies with substitutes,
   b) the Board's records on substitutes are practically nil,
   c) a substitute cannot move above the sixth step on the salary ladder. Thus, a substitute at maximum pay level is much less expensive than a regular teacher of comparable experience and training who is employed at the maximum salary for regular teachers.

2. Provides a ready pool of teachers for the system.
3. Provides a trial run for teachers, enabling the system to retain desirable ones while others eliminate themselves or are eliminated by the system. (Note: Elimination by the system is very rare for those serving under appointment.)
4. Provides a way to bring in people with varied and interesting backgrounds, who can draw on their experiences in the classrooms.
5. Provides a supply of teachers within a short period of time (in a matter of days, if necessary).
6. Provides personnel for difficult schools and districts.

Disadvantages of Substitute Service

Disadvantages to the individual teacher:

1. Receives no annual salary increment after sixth year.
2. May be forced to teach out of license.
3. Is less likely to get informal promotions than a teacher under appointment.
4. May have difficulty finding a vacancy and spend much time visiting and telephoning schools to get an assignment.
5. Probably has less status and prestige in the school than a teacher under appointment.
6. May have no leaves of absence.
7. Is not eligible for licensed promotions.

Disadvantages to the principal:

1. Gets people of limited experience and poor motivation.
2. Gets people who are temporary and will not stay with him.
3. Gets a limited amount of cooperation from teachers who are not interested in remaining in his school or even in the system.
4. Gets less continuity in the instructional program of his school.

Disadvantages to the system:

1. Faces the problems usually associated with high turnover.
2. Faces the problems inherent in having a large number of temporary employees.
3. Faces the problems generally associated with indifferent employees (e. g., those merely gaining experience for Long Island or Westchester jobs).
4. Faces the problems inherent in having a large number of teachers with substandard licenses.
5. Faces the problems inherent in "shopping around." Although substitute teachers' examinations are anonymous, actual hiring is not, and discriminatory practices are possible.

It seems unquestionable that the volume of shopping around for an assignment is large. The cohort study shows that 58.4 per cent of the 413 teachers have served as both a per diem and a regular substitute (see Table V-1). The cohort study also shows that 85.9 per cent of the 206 receiving an appointment were credited with prior substitute service at time of first appointment; the average amount credited was 2.2 years (see Table V-2). More telling, perhaps, is the fact that as of October, 1962, no less than 14,972 individuals held an assignment.[1] That is, approximately one out of every three teachers (30.1%) serving in the New York City Public Schools at that time was a substitute teacher whose opportunity to teach apparently could be terminated overnight by either the Board or the teacher himself. Another way of stating the instability inherent in such circumstances is to remark that the Board on any given morning of last November could not have reported with certainty the

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[1] Source data for this figure were obtained from the Current Condition Report dated October 31, 1962. The number of teacher vacancies (9442) was added to the number of teachers on leave (5530).

Table V-1

TYPES OF SUBSTITUTE SERVICE PERFORMED BY TEACHERS IN THE COHORT STUDY, BY ORGANIZATIONAL LEVEL

	Elementary School						Junior High School						Senior High School					
Type of Substitute Service	Male (N=41)		Female (N=117)		TOTAL (N=158)		Male (N=74)		Female (N=60)		TOTAL (N=134)		Male (N=68)		Female (N=41)		TOTAL (N=109)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Per diem	34	82.9	89	76.1	123	77.9	63	85.1	40	66.7	103	76.9	48	70.6	30	73.2	78	71.6
Regular	25	61.0	72	61.5	97	61.4	60	81.1	37	61.7	97	72.4	46	67.6	31	75.6	77	70.6
Both per diem and regular	25	53.7	63	53.8	85	53.8	54	73.0	31	51.7	85	63.4	40	58.8	26	63.4	66	60.6

	Special Services						No Level Noted						All Levels					
Type of Substitute Service	Male (N=4)		Female (N=4)		TOTAL (N=8)		Male (N=4)		Female (N=0)		TOTAL (N=4)		Male (N=191)		Female (N=222)		TOTAL (N=413)	
	No.	%	No	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Per diem	3	75.0	2	50.0	5	62.5	2	50.0	0	0.0	2	50.0	150	78.5	161	72.5	311	75.3
Regular	2	50.0	4	100.0	6	75.0	2	50.0	0	0.0	2	50.0	135	70.7	144	64.9	279	67.6
Both per diem and regular	2	50.0	2	50.0	4	50.0	1	25.0	0	0.0	1	25.0	119	62.3	122	55.0	241	58.4

Table V-2

MONTHS OF SUBSTITUTE SERVICE CREDITED TO TEACHERS IN THE COHORT STUDY AT TIME OF FIRST APPOINTMENT BY ORGANIZATIONAL LEVEL

Months of Substitute Service	Elementary School			Junior High School			Senior High School		
	Male (N=27)	Female (N=60)	TOTAL (N=87)	Male (N=49)	Female (N=22)	TOTAL (N=71)	Male (N=28)	Female (N=15)	TOTAL (N=43)
Average (Mean)	16.8	10.3	12.3	28.1	28.6	28.2	30.7	33.0	31.5
Range									
Low	0.	0.	0.	0.	0.	0.	0.	0.	0.
High	50	50	50	50	60	60	60	60	60
Standard deviation	17.6	12.4	14.5	12.8	17.5	14.4	15.9	18.6	16.9
Standard error	3.5	1.6	1.6	1.8	3.8	1.7	3.1	5.0	2.6

Months of Substitute Service	Special Services			No Level Noted			All Levels		
	Male (N=1)	Female (N=1)	TOTAL (N=2)	Male (N=3)	Female (N=0)	TOTAL (N=3)	Male (N=108)	Female (N=98)	TOTAL (N=206)
Average (Mean)	50.0	10.0	30.0	40.0	0.0	40.0	26.5	17.9	22.4
Range									
Low	50	10	10	20	0	20	0	0	0
High	50	10	50	50	0	50	60	60	60
Standard deviation	0.0	0.0	20.0	14.1	0.0	14.1	16.9	17.7	17.5
Standard error	0.0	0.0	20.0	10.0	0.0	10.0	1.6	1.8	1.2

Note: To convert mean to years divide by ten since there are ten months in a school year. Months of substitute service are credited for salary purposes as well as probationary and "tenure" purposes. However, credit for probationary service is limited to a maximum of two years (20 months).

names of approximately one-third of its teachers, let alone discuss their training, experience, and competence.

Although arrangements for an assignment are initiated and concluded at the building level, a principal does not have absolute control of the situation. The 70-30 Index emanating from the Board restricts his actions somewhat. The Index, as it is referred to, seeks to have seven of every ten positions in each building filled by persons under appointment, and the remaining three of every ten classified as vacancies and filled by a substitute teacher. How well this plan is working is unknown to the research staff; however, it has been noted that the 70-30 ratio seems realistic when approximately one out of three positions is reported as a vacancy or is held by a person who is under appointment but currently on leave.

A further comment on assignment and reassignment involves the meaning of the two terms as used in this chapter. Essentially an assignment is a teaching opportunity granted by a principal on behalf of the school system. When a teacher finds a similar opportunity in another building he is not reassigned; he terminates one assignment and accepts another from his new principal. Reassignment is an intra-building phenomenon. A teacher who is changed from one teaching opportunity to another by the same principal has been reassigned.

Reassignment at the elementary school level involves few problems concerning licenses. License requirements at the junior and senior high school levels, for which numerous licenses exist, are hurdled by possessing more than one valid substitute license or by teaching out-of-license. Persons interviewed at the Board claim this is not permitted. On the other hand, no one at the Board can claim authoritatively that such a condition does not exist, for no centralized control by up-to-date, readily available records is attempted. There is nothing in the Division of Personnel akin to the control panel currently maintained on the tenth floor of 110 Livingston Street for all new plant construction.

Appointment and Transfer

Teachers serving under a regular license are appointed to a position by the Bureau of Appointments thus both eliminating a vacancy and establishing a definite place for the teacher within the system. A teacher is immediately guaranteed employment for a year or until the close of the current school year, or until dismissal for grossly unsatisfactory service. If his service is satisfactory, he is on probation for a period of one to three years, depending on the amount of substitute service credited at the time of this first appointment. A maximum of two years' substitute service is allowable (see Table V-2), making it possible to apply for permanent status at the close of the first year served under appointment. If this first year is spent with a building principal for whom no substitute work was performed, the principal must decide within the short span of one year whether to recommend the teacher for full status. That is, the principal has only one-third of the usual amount of time to judge the teacher's qualifications for what in pedagogical circles is customarily called "tenure."

While serving under appointment a teacher's career mobility is influenced by the following personnel policies which are used as guidelines by the Bureau of Appointments: (1) borough cut-off point, (2) the Index (described in the preceding section), (3) "dual preference," and (4) "in excess."

Prescribed borough cut-off points permit those appearing on a new eligibility list at or above a certain score the right to have their first appointment in their borough of residence. Thus a high examination score can earn one a shorter daily trip to and from work. Not that this is the only avenue towards a location close to home; if a principal requests his services, it is likely the teacher will be sent to that school even though he ranks below the borough cut-off point. A return to the supply and demand conditions of the 1930's, when the borough cut-off idea originated, would naturally eliminate this second avenue.

After one year, however, the avenue to inter-building transfer provided by dual preference is open. Dual preference is not supposed to be available so soon, but it is. If by shopping around[1] the teacher can obtain on the Application for Transfer—Day Schools the signatures of her present principal, her present assistant superintendent, the requesting principal, and her future assistant superintendent, she will in all likelihood be transferred in spite of (1) the policy which permits a teacher to achieve self-initiated transfer only after serving three years under appointment at a single school and (2) the 70-30 split prescribed by the Index. It was made quite clear to the researchers that rejection of a dual-preference request would be the exception which proves the rule. It is customary for the Bureau of Appointments to consummate all such transfers perfunctorily.

Another route out of a school becomes available to a teacher when he is classified as in excess. This means that those positions which he is qualified to hold under appointment are filled by (1) similarly qualified persons who are higher than he on the Excess List posted in each building or (2) substitutes who are required by the Index to be in her building.

A teacher who knows how the system works begins shopping around as soon as he learns he is in excess. The goal is to achieve the status of dual preference and thus, in effect, select his next school. If he fails to achieve dual preference, he is placed under appointment in a school selected by the Bureau of Appointments. The Bureau considers place of residence and the needs of the system in making such appointments. Even so, it is possible for a long "commute" to result when the needs of the system are considered. Some of the interviewees reported that only those teachers "who don't know how the system works" have their fate decided by the Bureau of Appointments.

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[1] The result of a regular teacher's shopping around is the initiation of a series of events leading to one-to-one matching between persons with a valid regular license and a vacancy.

The day-to-day operations of the Bureau of Appointments were outside the scope of the present study. However, several attempts were made by different research associates to obtain written copies of personnel policies and practices. No one was successful. Therefore, sometime between mid-July and mid-August two of the research assistants were sent to the fifth floor of 110 Livingston Street to persistently request a copy of current teacher personnel policies. Following are excerpts from their written report which well illustrate the general situation which they, and others before them, have found.

> We first approached the interviewee at 11:30 A. M. We said we would like a copy of the current personnel policies. The interviewee turned to an assistant and told him to get a copy of all forms used and mail it to us. We informed the interviewee that we would be at the Board all day, and the interviewee told us to come back at 3:00 to get the forms. (Note that policies were requested and forms promised.)

At approximately three o'clock one of the research assistants returned.

> When I returned in the afternoon, the interviewee's assistant had a collection of forms waiting for us. [1] However, no written policy statement was included. When I asked the interviewee whether such a document existed, the interviewee showed me a copy of the Bylaws of the Board of Education, contained in a looseleaf binder. Although many additions had been made to the original Bylaws, the interviewee flatly stated that the interviewee had not received any written amendments during the last three to four years. In a joking manner, the interviewee suggested that I see the Secretary of the Board for the up-dated regulations. (It seemed to me he was suggesting that even the secretary did not have the authoritative information and that perhaps informal decisions are made.)

There seem to be three main career patterns among regular teachers:

A. Some people within the school system and/or who are familiar with the system tend to receive desirable appointments throughout their career.

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[1] The folder handed to the research assistant contained 84 forms.

B. Some people who are not acquainted with the system and do not have strategic contacts tend to receive undesirable appointments at first and after learning about the system tend to receive more desirable appointments.

C. Some people tend always to receive appointments in special service or problem schools, and/or in bad neighborhoods. (This may be accounted for by poor evaluation by principals, by relatively low test scores, or by a principal's trying to keep a teacher in a special service school, thereby blocking his transfer. Also, the teacher may prefer a problem school and receive satisfaction from working with difficult students, or he may stay because the school is located near his residence.)

Another aspect of appointment and transfer is the relation between licensing practices and an individual's ability to avoid transfer when declared in excess. A teacher may avoid "being excessed out" if he has another regular license for which a vacancy exists in his building. Also, he may serve as a substitute teacher in that building by resigning and returning under another, appropriate license. This latter arrangement costs the teacher a number of emoluments, perhaps, but this pattern is followed from time to time by people determined to remain where they are; this is possible, of course, only with the consent of the principal. (At the high school level a chairman's approval is usually needed to obtain the consent of the principal.)

Compared with assignment, teacher-transfer is a small enterprise. The annual number of inter-building teacher-transfers is approximately one-seventh as large as the number of assignments. The research team learned at the Board that approximately 2000 transfers are consummated each year--about 1800 of these for September and the rest for February, although it is possible for teacher-transfer to take place in any month of the school year. These 2000 annual inter-building transfers represent a mobility rate of approximately 7 per cent; that is, one out of every 20 teachers serving under appointment last June will be in a different building next June. All or nearly all of these cases will be instances of self-initiated transfer for reported transportation reasons. While formal administrator-initiated teacher-transfer is possible, it apparently is more rare than an unsatisfactory rating (the annual rate of unsatisfactory rating was reported to the researchers as approximately .03 per cent, that is, "about a dozen" per year).

The Helpfulness of Definitions

In the design statement developed for the present study and dated May 3, 1963, two questions concerning appointment are delineated:

3(a) Is there a general pattern governing the appointment of new teachers?

3(b) How long is the appointing process?

At the time these were written they seemed to be unambiguous questions. Now we know that neither can be answered without first stating definitions for the words appointment and new. Appointment, as defined and listed in the Glossary of this report, is the status held by a person serving under a regular license while filling a position. For the purposes of the present discussion, new is taken to mean that initial entry occurred within the last ten school months.

With these definitions and data from the cohort study we can answer 3(a) and 3(b) above as follows.

There is a general pattern governing the appointment of new teachers:

1. Very few new teachers serve under appointment. At least in the cohort study, whose 413 members were all new teachers beginning in the year 1950, only 31 (7.5%) achieved a first appointment within the first ten months after initial entry.

2. New teachers are no longer "new" teachers by the time they achieve a first appointment. In the cohort study 177 of the 206 teachers who received a first appointment were credited with prior substitute service, and (as Table V-2 shows) an average of 22.4 months of prior service per teacher was credited.

3. The appointing process is lengthy. The 413 teachers in the cohort study were not granted the substitute license used at initial entry until (on the average) 4.4 months after date of application (see Table V-3). By adding these 4.4 months to the 22.4 months of substitute service, we obtain an answer--26.8 months--to the question, "How long is the appointing process?"

It is granted that such answers as these are "research" answers. However, when terms are defined and used consistently in subsequent operations, the reader does know what the answer means. This is unlike most of the conversational terms that can be found in the system and the city. For example, there are a number of meanings for such terms as "assignment," "appointment," "new teacher," "difficult schools," and "substandard." Not only do these meanings vary from one person to another, but often a single individual at the Board will use different meanings for a term from one time to the next. Under such circumstances, modernization of the Board's voluminous hand-posted and hand-processed record system would be difficult, for electronic data-processing equipment requires well-defined terms and rigid adherence to them. One advantage of a machined answer, however, is that everyone concerned can know what it means at any time.

Informal Promotions

While serving as a teacher under appointment, people desiring vertical mobility (promotion) begin their climb by one or perhaps a series of informal promotions. Such jobs as grade advisor, chairman of assembly programs, chairman of a curriculum committee, or something as mundane as teacher-in-charge of lunchroom, are reported examples of informal promotions (see Table V-4 for other examples). At a higher level there are chances to serve in OTP (Other Teaching Positions). An even higher level is achieved when a teacher is placed on a temporary basis in the district superintendent's office as, for example, assistant coordinator of community activities. Of course, working on a temporary basis at the Board provides optimal GASing opportunities. At the Board, as at the district level, a job well done is noted by "the brass" as well as by the principal in whose school the teacher is technically serving under appointment. But at the Board there is more "brass" and therefore greater opportunities for GASing.

The researchers are aware that some teachers perceive informal promotions as an unwanted burden, that is, an activity that takes good teachers out of the classroom and away from teaching children. In this section of the report, however, this type of teacher is not under discussion. Here the focus is upon those who desire upward or vertical mobility. Such persons do not perceive informal promotions as digressions from their chief purposes; rather, they view each informal promotion as evidence of successful GASing and consider themselves a step closer to their personal objectives. Such intrinsic satisfaction is their only immediate reward, for informal promotions provide no change in rank and no additional salary. One might argue that "getting out of the classroom" is a reward immediately achieved via informal promotion. However, "getting out of the classroom," when it does accompany informal promotion, is a condition of existence rather than a reward. It is assumed that if remaining in the classroom were the road to higher rank, the vertically mobile teachers here discussed would remain "with the children."

The number of informal promotions is large. How large, is not known, but an interviewee at the Board estimated that as of June, 1963,

Table V-3

MONTHS OF ELAPSED TIME BETWEEN FILING OF APPLICATION AND RECEIPT OF LICENSE HELD AT INITIAL ENTRY BY TEACHERS IN THE COHORT STUDY, BY ORGANIZATIONAL LEVEL

Months of Elapsed Time	Elementary School			Junior High School			Senior High School		
	Male (N=41)	Female (N=117)	TOTAL (N=158)	Male (N=73)	Female (N=60)	TOTAL (N=133)	Male (N=68)	Female (N=40)	TOTAL (N=108)
Average (Mean)	5.6	4.4	4.7	4.7	4.7	4.7	4.0	3.3	3.7
Range									
Low	2	0.	0.	2	0.	0.	0.	0.	0.
High	40	16	40	9	27	27	16	12	16
Standard deviation	5.8	1.8	3.4	1.2	3.4	2.5	2.8	2.6	2.7
Standard error	0.9	0.2	0.3	0.1	0.4	0.2	0.3	0.4	0.3

Months of Elapsed Time	Special Services			No Level Noted			All Levels		
	Male (N=4)	Female (N=4)	TOTAL (N=8)	Male (N=4)	Female (N=0)	TOTAL (N=4)	Male (N=190)	Female (N=221)	TOTAL* (N=411)
Average (Mean)	3.2	3.7	3.5	1.7	0.0	1.7	4.5	4.3	4.4
Range									
Low	2	1	1	1	0	1	0	0	0
High	5	5	5	3	0	3	40	27	40
Standard deviation	1.1	1.6	1.4	0.8	0.0	0.8	3.3	2.5	2.9
Standard error	0.6	0.9	0.5	0.5	0.0	0.5	0.2	0.2	0.1

* Two researchers' errors produced the loss of two causes and a reduction in the total number of causes from 413 to 411.

Table V-4

INFORMAL PROMOTIONS HELD BY THE EIGHT PERSONS IN THE COHORT STUDY WHO HAD ACHIEVED RANK OF ASSISTANT PRINCIPAL BETWEEN JANUARY, 1950, AND JUNE, 1963

TITLE-BEARING POSITIONS

Faculty Advisor of School Literary Magazine
Supervisor of Senior Proms
Chairman of Curriculum Committee
Chairman of Teacher's Interest Committee
Management of School Guards
Supervisor of Safety Patrol
Administrator of Annual Field Day
School Coordinator of Student Teachers
Club Advisor (e.g., Journalism Club, Stamp Club)
Coordinator, Arts and Crafts

"IN CHARGE OF" POSITIONS

Field Trips
Research for Library Committee
Preparation of Creative Writing Syllabus
Assembly Program on Elections
Preparation of Magnetism and Electricity Syllabus for Sixth Grade
Survey of New Housing in School District
Class Magazine
Student Government
Purchase of Craft Supplies and Garden Supplies
Seventh and Eighth Grade Opportunity Classes
Training of School Track Teams
Guidance of School Pre-Delinquents and Truants
School Color Guard
Open Enrollment
School Dances
Visits to Industry
Lost and Found Service
Editing School Magazine Manuscripts

"MEMBER OF" POSITIONS

Committee on Retarded Reader in Junior High School
Staff Relations Committee
Committee on Language Arts Notebooks
Committee for Faculty Conferences
Committee on Planning English and Social Studies Department
Committee on Techniques of Encouraging Creative Writing

there were 2000 teachers technically serving under appointment at the building level who were in fact working on a temporary basis elsewhere. This estimate may or may not be usable to the reader, for the same interviewee near the close of a 90-minute session gave a flatly negative answer to the question, "Do you have confidence in any figures reported to your office?"

Further evidence that the number of informal promotions is large is contained in Table V-4. Each of the 34 promotions listed in this table was reported once, with the exception of "Chairman, School Patrol"; three of the eight persons had received this particular promotion.

Although the network of informal promotions begins with tasks which are additions to a teacher's classroom instructional activities, the task-doer's major role is clearly perceived by all concerned as that of classroom teacher. Following this, however, is an ambiguous status whose essential characteristic is time off from teaching to handle administrative or guidance duties. It becomes, as the months and perhaps years go by, almost an acting promotion, since one's colleagues as well as oneself develop the habit of describing the task-performer from time to time as "in charge of" the particular area of responsibility being handled.

Acting Promotions

Upward mobility from the ambiguous status described in the preceding paragraph is proof absolute to all within a school building that a teacher has gained the attention of his superior and the superior is pleased. If the move upward is to acting chairman, all concerned know that the person promoted is under the eye of the principal and the licensed department chairman. If the move upward is to acting full-time administrative or guidance work, all within the building likewise know when they learn of the move that the mover is under the eye of the principal. Obviously the principal is pleased with a mover's past performances, and the successful mover doubtless enjoys this unquestionable evidence of his superior's approval.

However, the demand for successful GASing continues. While serving in an acting capacity the promotion-minded teacher is carrying more responsibility, spends more time within view of the principal, and reports more frequently and directly to him. Not to be forgotten, also, is the fact that one holds an acting role solely at the discretion of the principal. What is here today can be gone tomorrow. Nor are success and failure any longer a private or semi-private matter. By accepting an "acting" role one has publicly declared herself or himself a candidate for upward mobility; by granting the role the principal publicly has shown his confidence. The price of success in this new role is great, but the cost of failure is greater.

Licensed Promotions

While serving in an acting capacity the upwardly mobile person must prepare for the appropriate license examination given by the board of examiners (see Table V, below). Preparation for the examination

Table V-5

GENERAL OUTLINE OF EXAMINATION

For Chairman	For Principal
Principal's rating	Principal's rating
Written test	Written test
Supervisory test	Programming test
Teaching test	Practical: conducting conference and giving assembly speech
Speech test	Speech test
Interview	Interview
Physical exam	Physical exam

consists of (1) being coached (hopefully by your principal); (2) attending monthly association meetings (e.g., Chairmen's Association, Principals' Association); (3) the practical experience gained while performing duties in an acting capacity; for example, as an acting chairman one obtains--indeed must obtain--experience in observing and rating teachers' abilities, and as an acting assistant principal or acting principal one can obtain experience in both programming and speaking.

The importance of being coached and attending association meetings must not be underrated. As one principal-interviewee succinctly put it, "Coaching is all!" To be coached by one's principal or chairman, especially if that person has been an assistant examiner, is an advantage usually available to the person filling an acting role. Also, attendance at association meetings brings one into contact with those who have passed the examination and who have assisted and are assisting in writing the examinations. Among the possible outcomes of such interaction are (1) an introduction to a coach other than one's immediate superior, (2) an impression of how one ought to act in the presence of these persons, some of whom will be members of the panel at the interview test, (3) the advantage that comes from meeting and perhaps being remembered by the interviewers as attending association meetings.

Reflection upon these possible outcomes leads one to paraphrase George Orwell:

> "All test takers are equal, but
> Some are more equal than others."

A further possible outcome from attendance at association meetings is that of becoming known to persons in other buildings and other boroughs after having passed the examination.

Once on an eligibility list, the vertically mobile person is confronted with the need for doing more shopping around, an activity probably not practiced since substitute and regular teaching days. In the event that the new eligible does not desire to or cannot remain in his present building, contacts made at association meetings may prove fruitful. It should be remembered that an eligible can waive his turn for an appointment in the hope of later getting a more desirable school and/or location. According to reports gathered in the teacher interviews, waivers are claimed, and it is assumed the eligible not only has been shopping around but indeed has a positive reason for delaying his promotion from acting to licensed status.

One may well ask, "How long does promotion take?" Cohort study data (see Table V-6) indicate that it takes one-third or more of a teaching career to move from teaching under a substitute teacher's license to a location in the hierarchy close to the principalship. Further, these data indicate that few people have moved this far. of the 413 persons who remained in the sample, only 206 had served under appointment by June, 1963. Of these 206, only 22 had moved upward above the rank of regular teacher (5.3% of the 413). Of these 22 upwardly mobile persons, five had moved only into the realm of acting promotions. Among the remaining 17, all of whom have regular licenses, three are chairmen and eight are assistant principals. In other words, 0.7 per cent of the 413 persons in the cohort study have become chairmen during these thirteen years, and 1.9 per cent have become assistant principals.

Summary

In this chapter the behavioral activities termed shopping around and GASing have been presented as vitally important undertakings for New York City Public School teachers. Differences in the nature and number of assignments and appointments were indicated. The following questions were answered: "Is there a general pattern governing the appointment of new teachers?" and, "How long is the appointing process?" Finally, vertical mobility (promotion) was presented as a lengthy, arduous road with a personalistic base.

Table V-6

CHANGES IN RANK ACHIEVED BY TEACHERS IN THE COHORT STUDY, BY SEX

Change from Regular Teacher to:	Male	Female	TOTAL
Acting supervisor of special subjects	2	0	2
Other acting full-time non-teaching positions (e. g. , guidance)	1	2	3
Licensed supervisor of special subjects	2	0	2
Licensed chairman of department	1	0	1
Licensed assistant principal	6	2	8
Other licensed full-time non-teaching positions (e. g. , guidance)	5	1	6
TOTAL	17	5	22*

*Two others were cases of downward mobility. Each began in the category "other licensed full-time non-teaching positions" and moved to "regular teacher." Counting these two cases, a total of 24 teachers changed rank.

Chapter VI
THE RACIAL DISTRIBUTION OF NEW YORK CITY PUBLIC SCHOOL TEACHERS

Introduction

This chapter reports information on the racial distribution of teachers in the New York City Public Schools. As defined in the Glossary, a teacher is any professional employee of the New York City Public Schools whose training and work is in pedagogy, e. g. , classroom teacher, guidance counselor, principal, deputy superintendent.

In general, the pattern used for collection of racial data was that of having line superordinates of each echelon in the school system fill out questionnaires covering the subordinates reporting to them. The co-operation of Dr. Bernard E. Donovan was invaluable at every level and in each phase of this work. Without his cheerful support the task could probably not have been done in the time involved.

The bulk of the data were collected by questionnaires which were mailed to the principals of all the New York City schools. The principals were asked to report the number of Negroes, Puerto Ricans, and "others" on their building staffs. These were reported separately in terms of personnel in current position less than three years and personnel in current position three or more years. They were further reported in categories involving different types of positions, e. g. , regular substitute teachers, licensed regular teachers, acting department chairmen, licensed department chairmen. Data on the racial distribution of principals in the elementary and junior high schools, district supervisors, coordinators, and other personnel assigned to the districts were collected from the offices of assistant superintendents in the field with the help of Dr. Donovan's office. Twenty-three of the twenty-five districts were included in this phase; Districts 32 and 45 could not supply the data required in time for this part of the report. Dr. Donovan's office also collected the data on the racial distribution of personnel in the "600" schools.

The information concerning the principals of vocational and academic high schools was collected with the help of a knowledgeable person in the high school division at 110 Livingston Street. Data on personnel assigned to 110 Livingston Street were collected and reported by the associate and assistant superintendents responsible for each division.

Due to the instability of the assignment arrangements by which per diem substitutes work, and the consequent difficulty of getting accurate reports on this category of persons, they were not included in the study of racial distribution.

Respondents at the building staff level were provided anonymity by requesting that they return the questionnaire to the research team by mail without identifying their particular building. They were asked to indicate the field superintendency (district) to which they belonged. This was designed to permit the data to be examined in terms of district and borough units. Since the respondents also were asked to identify their organizational level--i. e., elementary, junior high, vocational or academic high school--it is also possible to examine the racial distribution by organizational level. The breakdown into types of positions held by personnel provides data which may be examined to see the racial distributions in terms of rough scales of more prestigeful or lower-to-higher positions such as classroom teacher, department chairman, and assistant principal. Finally, by comparing percentages of racial distribution in different positions for personnel "in current position less than three years" with those for personnel "in current position three or more years," it is possible to note recent changes in the racial distribution of the New York City Public Schools' professional personnel.

Table VI-1 indicates the number of forms returned by post and usable, in comparison with the number of schools to which forms were sent.

Table VI-1

NUMBER OF NEW YORK CITY SCHOOLS AND NUMBER OF RETURNS OF MAILED QUESTIONNAIRES, BY ORGANIZATIONAL LEVEL

Organizational Level	Number of Schools	Forms Returned	Number of Returns Not Usable	Not Returned
Elementary	617*	577	5	40
Junior high	133**	132	2	1
Vocational high	29	29	0	0
Academic high	57	57	4	0

*includes 25 "600" schools

**includes two special junior high schools

Data on the Professional Staffs Assigned to Buildings, Exclusive of Principals

Usable mailed returns from the building principals reported a total of 42,223 teachers. Of these, 3498 (8.3%) are Negroes, 235 (0.6%) Puerto Ricans, and 38,490 (91.2%) were classified as others. (The proportion of non-Caucasians in the "other" category is so small as to be infinitesimal in relation to this number, according to informants at 110 Livingston Street. Therefore, for practical purposes this category may be treated as referring to Caucasians.)

A Validity Check on Respondents

In order to ascertain the probable validity of the responses to the questionnaires sent to building principals, the researchers decided to do a head count of all the personnel in a given district and at one organizational level on a single day. For reasons of feasibility the vocational high schools of District 5-7-9 were selected, and they were visited by members of the research staff on June 28, 1963. Table VI-2 indicates the findings from the research team's observations, compared with the distribution of personnel reported by the principals of these schools. Since an observational check, even when supplemented by brief discussions with staff members, cannot in one day explore the details of teachers released one period from teaching, etcetera, the categories used on the questionnaire were partly collapsed. Thus the data reported in Table VI-2 distinguish substitute teachers, regular licensed teachers, and others. The similarities between the observations and the questionnaire reports seem close enough to warrant confidence in the questionnaire returns.

The Data from Building Principals

Respondents in the census study reported on a total population of 42,223 professional personnel, exclusive of principals, in the public

Table VI-2

OBSERVED RACIAL DISTRIBUTION IN SEVEN VOCATIONAL HIGH SCHOOLS AND RACIAL DISTRIBUTION SHOWN ON RETURNED QUESTIONNAIRES

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
	Observed			Report on Questionnaire			Observed			Report on Questionnaire		
	N	P	O	N	P	O	N	P	O	N	P	O
Substitutes	6	2	60	5	1	71	3	1	17	3	0	13
Regulars	4	0	36	3	0	15	6	0	143	6	0	171
Other positions	2	0	6	3	2	15	6	0	145	7	0	122
TOTAL	12	2	102	11	3	101	15	1	305	16	0	306

school buildings of New York City. Table VI-3 depicts the over-all racial distribution of this total population by borough and for the entire city. Here we see that 8.3 per cent of all professional personnel with building assignments, exclusive of principals as noted above, are Negroes, 0.6 per cent are Puerto Ricans, and 91.2 per cent are classified as other.

The largest concentrations of Negroes in the system are to be found in Manhattan (1307) and Brooklyn (1115). Thus, out of a total of 3498 Negro teachers reported, 2422 are located in these two boroughs. The remaining Negroes (1076) are distributed through the other three boroughs of the city. These figures for Manhattan and Brooklyn represent 15.3 per cent and 7.1 per cent, respectively, of the building faculties, exclusive of principals, in these two boroughs. The lowest number of Negroes in any one borough is in Richmond, where 2.3 per cent of the reported teachers are Negroes.

There are considerably fewer Puerto Ricans than Negroes. The highest concentration is found in the Bronx, where 80 (1.1%) of the teachers are Puerto Rican. The lowest percentage is found in Richmond, where only a single Puerto Rican is reported to be employed.

Table VI-4 shows the racial distribution by organizational level. The number of Negroes in the building faculties reported is larger in the elementary schools (1864) than in the junior high schools (1193). However, the latter constitute 11.9 per cent of the junior high school population, while the former constitute 8.9 per cent of the elementary school population. Negroes represent a considerably smaller proportion of the vocational and academic high school staffs, 5.9 per cent and 3.3 per cent respectively.

Tables VI-5, VI-6, VI-7, and VI-8 indicate the distribution by organizational levels and boroughs. As may be seen in Table VI-5, the largest number of Negro elementary teachers is in Manhattan (719).

TABLE VI-3

RACIAL DISTRIBUTION OF ALL PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN NEW YORK CITY PUBLIC SCHOOLS, BY BOROUGH

	Manhattan		Bronx		Brooklyn		Queens		Richmond		TOTAL	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Negro	1307	15.3	548	7.2	1115	7.1	496	5.5	32	2.3	3498	8.3
Puerto Rican	95	1.1	80	1.1	52	0.3	7	0.1	1	0.1	235	0.6
Other	7117	83.5	6983	91.7	14576	92.6	8467	94.4	1347	97.6	38490	91.2
TOTAL	8519	100.0	7611	100.0	15743	100.0	8970	100.0	1380	100.0	42223	100.0

Table VI-4

RACIAL DISTRIBUTION OF ALL PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN NEW YORK CITY PUBLIC SCHOOLS, BY ORGANIZATIONAL LEVEL

Organizational Level	Negroes		Puerto Ricans		Others		TOTAL		
	No.	%	No.	%	No.	%	No.		%
Elementary	1864	8.9	133	.6	18,874	90.4	20,871	=	100.00
Junior high	1193	11.9	72	.7	8,759	87.4	10,024	=	100.00
Vocational high	151	5.7	8	.3	2,479	94.0	2,638	=	100.00
Academic high	290	3.3	22	.3	8,378	96.4	8,690	=	100.00

Table VI-5

RACIAL DISTRIBUTION OF ALL PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN ELEMENTARY SCHOOL BUILDINGS, BY BOROUGH

	Manhattan		Bronx		Brooklyn		Queens		Richmond		TOTAL	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Negro	719	17.8	274	6.8	590	7.4	267	6.4	14	2 0	1864	8.9
Puerto Rican	58	1.4	36	0.9	37	0.5	2	0.04	0	0 0	133	0.6
Other	3254	80.7	3716	92.3	7309	92.1	3898	93.5	697	98.0	18874	90.4
TOTAL	4031	100.0	4026	100.0	7936	100.0	4167	100.0	711	100.0	20871	100.0

Table VI-6

RACIAL DISTRIBUTION OF ALL PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN JUNIOR HIGH SCHOOL BUILDINGS, BY BOROUGH

	Manhattan		Bronx		Brooklyn		Queens		Richmond		TOTAL	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Negro	459	20.1	209	10.1	367	10.1	146	8.0	12	6.3	1193	11.9
Puerto Rican	23	1.0	37	1.8	10	0.3	2	0.1	0	0.0	72	0.7
Other	1807	78.9	1826	88.1	3273	89.7	1674	91.9	179	93.7	8759	87.4
TOTAL	2289	100.0	2072	100.0	3650	100.0	1822	100.0	191	100.0	10024	100.0

Table VI-7

RACIAL DISTRIBUTION OF ALL PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN VOCATIONAL HIGH SCHOOL BUILDINGS, BY BOROUGH

	Manhattan		Bronx		Brooklyn		Queens		Richmond		TOTAL	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Negro	42	4.7	22	7.8	67	7.4	18	3.6	2	3.1	151	5.7
Puerto Rican	5	0.6	0	0.0	2	0.2	1	0.2	0	0.0	8	0.3
Other	849	94.8	259	92.2	833	92.4	475	96.2	63	96.9	2479	94.0
TOTAL	896	100.1	281	100.1	902	100.0	494	100.0	65	100.0	2638	100.0

Table VI-8

RACIAL DISTRIBUTION OF ALL PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN ACADEMIC HIGH SCHOOL BUILDINGS, BY BOROUGH

	Manhattan		Bronx		Brooklyn		Queens		Richmond		TOTAL	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Negro	87	6.7	43	3.5	91	2.8	65	2.6	4	1.0	290	3.3
Puerto Rican	9	0.7	7	0.6	3	0.1	2	0.1	1	2.0	22	0.3
Other	1207	92.6	1182	95.9	3161	97.1	2420	97.3	408	98.8	8378	96.4
TOTAL	1303	100.0	1232	100.0	3255	100.0	2487	99.9	413	100.0	8690	100.0

These constitute 17.8 per cent of Manhattan elementary school teachers reported in this study. They also constitute 20.6 per cent of the total number of Negro teachers employed by the school system. That is to say, one out of five of the Negro teachers serving within the city's system works in Manhattan at the elementary school level.

In Table VI-6 we note that Negro teachers constitute 20.1 per cent of the junior high school professional personnel located in Manhattan. The next largest proportions of Negro teachers with respect to borough totals are in the Bronx and in Brooklyn; 10.1 per cent of the junior high school teachers in each of these two boroughs are Negroes. A smaller per cent of the total junior high school faculties in Queens and Richmond are Negro.

Table VI-7 deals with vocational high schools. At this organizational level we find the largest number of Negro teachers in Brooklyn, where 67 Negro teachers constitute 7.4 per cent of teachers working in vocational high schools. However, the 22 Negro teachers at this level stationed in the Bronx represent a higher percentage of teachers (7.8%).

Table VI-8 presents data on the academic high schools. Here, as in the case of the vocational high schools, the largest number of Negroes (91) is found in Brooklyn, and the second largest in Manhattan (87). Proportionally these figures mean that 2.8 per cent of the Brooklyn academic high school personnel are Negro and 6.7 per cent of the Manhattan academic high school professional personnel are also Negro.

Table VI-9 presents in summary form the total personnel included in the racial study. These are broken down by rows into the four organizational levels of the school system and into columns indicating each of the three racial groups in current position less than three years and three or more years. These data are also expressed in percentages under the same main column headings. The base figures for these percentages are the totals reported in column seven.

Table VI-9

RACIAL DISTRIBUTION OF ALL PROFESSIONAL STAFF (EXCEPT PRINCIPALS) REPORTED IN ALL NEW YORK CITY PUBLIC SCHOOL BUILDINGS, BY ORGANIZATIONAL LEVEL

	In Current Position Less Than 3 Years							In Current Position 3 or More Years						
Level	No.of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No.of Others	% of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	% of Others	TOTAL
Elementary	749	9.1	69	0.8	7406	90.1	8224	1115	8.8	64	0.6	11468	90.7	12647
Junior high school	541	13.2	38	0.9	3526	85.9	4105	652	11.0	34	0.6	5233	88.4	5919
Vocational high school	80	10.8	7	0.9	652	88.2	739	71	3.7	1	0.1	1827	96.2	1899
Academic high school	133	4.8	11	0.4	2639	94.8	2783	157	2.7	11	0.2	5739	97.2	5907
TOTAL	1503	9.5	125	0.8	14223	89.7	15851	1995	7.6	110	0.4	24267	92.0	26372

In Table VI-9 the number of Negroes in the elementary school in current position less than three years is seen to be 9. 1 per cent of the total staff in the elementary schools within this period of time. A comparison of Negroes in the elementary schools in current position three or more years with all teachers in elementary schools in current position three or more years (8. 8%) shows a very slight increase in the last years. This suggests that the proportion of elementary school teachers who are Negro is not changing. A slight change may be occurring in the junior high schools, where the 541 Negroes in current position less than three years are 13. 2 per cent of that category, while the 652 Negroes in current position three or more years are 11 per cent of that group. A more dramatic shift may be seen in the case of the vocational high school. While the number of cases of Negroes in the vocational high schools is relatively small, the percentage change is from 3. 7 per cent in position three or more years to 10. 8 per cent in current position less than three years. In the academic high schools, Table VI-9 indicates a similar if somewhat smaller change; 4. 8 per cent of the faculties reported in the academic high schools as in current position less than three years are Negro. Negroes constitute, in contrast, 2. 7 per cent of the staff in current position three or more years.

This suggests that while the actual number of Negroes involved is small, there is a trend towards increasing the proportion of Negroes in the high schools. This trend is not clearly present in the elementary or junior high schools.

Distribution by Field Superintendencies

Respondents indicated the district in which their building was located when they filled out the questionnaires. It is thus possible to ask of the data whether and to what extent the racial distribution differs from district to district. Since, as may be seen in the discussion above, the situation may be different at a given organizational level from that at other levels, the next group of tables present the racial distribution by districts and organizational levels. It also distinguishes persons in current position less than three years from those in current position three or more years.

Manhattan. Table VI-10 presents information on the elementary schools of Manhattan. Negro professional personnel in current position three or more years in Districts 10-11 and 12-13-14 constitute a much larger percentage of the staffs in those districts (29.9% and 36.1%) than they do in the other three districts. This pattern seems to be continuing, as the largest number of Negroes in current position less than three years tends also to be found in the districts cited above. Thus 401 of the 471 Negroes reported in Manhattan elementary schools as in current position three or more years are in two districts. The rest (70) are in the other three districts. Similarly, only 48 of the 248 reported as in position less than three years are in those three districts. From these data, it would seem that the racial distribution among Manhattan districts is not undergoing any large change in the elementary schools. While the percentage of teachers in Districts 10-11 and 12-13-14 who are Negro seems to be dropping off to some extent (17.2 as contrasted to 29.9 in District 10-11, and 29.4 as contrasted to 36.1 in District 12-13-14), it is not increasing in the other three districts.

Table VI-11 presents information for the junior high school comparable to that given in Table VI-10 for the elementary schools. Here again, Districts 10-11 and 12-13-14 show a picture similar to that seen in the elementary schools. District 1-2-3-4 shows a larger decrease in percentage of the less-than-three-years-in-position personnel who are Negroes (7.5), in contrast to those in position three or more years (15.4), than was seen in the elementary schools. Thus, if anything, recent assignments indicate a continuation of the heavier distribution of Negro personnel in Districts 10-11 and 12-13-14.

Table VI-10

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN MANHATTAN ELEMENTARY SCHOOL BUILDINGS BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
1-2-3-4	18	4.8	4	1.1	356	378	18	3.9	6	1.3	441	465
5-7-9	17	7.1	6	2.5	217	240	27	9.8	5	1.8	243	275
6-8	13	6.7	4	2.1	176	193	25	6.1	11	2.7	373	409
10-11	82	17.2	4	0.8	392	478	143	29.9	12	2.5	323	478
12-13-14	118	29.4	4	1.0	279	401	258	36.1	2	0.3	454	714
TOTAL	248	14.7	22	1.3	1420	1690	471	20.1	36	1.5	1834	2341

Table VI-11

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN MANHATTAN JUNIOR HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
1-2-3-4	12	7.5	3	1.9	146	161	32	15.4	0	0.0	176	208
5-7-9	14	7.0	6	3.0	179	199	20	7.0	1	0.4	264	285
6-8	14	15.9	1	1.1	73	88	32	13.1	6	2.4	207	245
10-11	95	30.6	1	0.3	214	310	107	41.0	5	1.6	205	317
12-13-14	60	27.9	0	0.0	155	215	73	28.0	0	0.0	188	261
TOTAL	195	20.0	11	1.1	767	973	264	20.1	12	0.9	1040	1316

Table VI-12 presents the vocational schools as reported in Manhattan. No particular difference in percentages of district staffs including Negroes or Puerto Ricans is present. (It may be of value to note that there are no vocational schools in Districts 10-11 or 12-13-14.) A shift does appear in comparing the category of in-position-less-than-three-years with that of three-or-more-years. In the case of both Negroes and Puerto Ricans, while the numbers involved are small indeed (47 in all), the total percentage of Negroes in the Manhattan vocational school staffs is increasing (8.7 as compared with 3.4).

A similar shift is seen in academic high schools of Manhattan: 11.2 per cent in position less than three years as compared with 4.5 per cent, three or more years (see Table VI-13). The differences between the first three districts and the last two that were seen in the elementary and junior high schools are not present in the academic high schools.

Bronx. Tables VI-14, VI-15, VI-16, and VI-17 present the distribution for the Bronx comparable to Tables VI-10, VI-11, VI-12, and VI-13 for Manhattan. Table VI-14 indicates that Negroes constitute a larger percentage of the elementary staff in District 15-16 than in any other district in the Bronx; they are 13.8 per cent of the personnel in that district in the category of in position three or more years, and 17.9 per cent of those in current position less than three years. Thus there seem to be indications of an increase in the proportion of that district's elementary school personnel which is composed of Negroes.

Table VI-15 concerns the Bronx junior high school staffs. It also indicates that District 15-16 has had a higher percentage of Negroes than the other Bronx districts, and that this tendency is continuing (16.8 in position three or more years, in contrast to 17.3 in position less than three years).

Table VI-12

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN MANHATTAN VOCATIONAL HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
1-2-3-4	6	11.1	2	3.7	46	54	5	3.2	0	0.0	149	154
5-7-9	11	9.6	3	2.6	101	115	16	5.0	0	0.0	306	322
6-8	2	4.1	0	0.0	47	49	2	1.0	0	0.0	200	202
10-11	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
12-13-14	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
TOTAL	19	8.7	5	2.3	194	218	23	3.4	0	0.0	655	678

Table VI-13

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN MANHATTAN ACADEMIC HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
1-2-3-4	4	16.1	1	1.5	61	66	1	1.2	0	0.0	81	82
5-7-9	9	9.7	2	2.2	82	93	5	2.1	1	0.4	235	241
6-8	18	11.6	3	1.9	134	155	15	7.9	0	0.0	174	189
10-11	11	15.1	1	1.4	61	73	8	13.8	1	1.7	49	58
12-13-14	6	14.0	0	0.0	37	43	10	3.3	0	0.0	293	303
TOTAL	48	11.2	7	1.6	375	430	39	4.5	2	0.2	832	873

Table VI-14

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BRONX ELEMENTARY SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
15-16	61	17.9	10	2.4	341	412	67	13.8	6	1.2	413	486
17-18	29	5.8	6	1.2	461	496	43	7.5	6	1.1	522	571
19-20	7	3.4	6	3.0	190	203	20	6.0	1	0.3	315	336
21-22	7	2.0	1	0.3	348	356	4	0.7	0	0.0	586	590
23-24	9	5.6	0	0.0	152	161	27	6.5	0	0.0	388	415
TOTAL	113	6.9	23	1.4	1492	1628	161	6.7	13	0.5	2224	2398

Table VI-15

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BRONX JUNIOR HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
DISTRICT	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
15-16	39	17.3	15	6.6	172	226	35	16.8	9	4.3	164	208
17-18	19	6.1	4	1.3	286	309	53	11.8	7	1.6	391	451
19-20	7	8.6	0	0.0	74	81	14	11.4	1	0.8	108	123
21-22	7	4.2	0	0.0	160	167	8	5.2	0	0.0	145	153
23-24	13	10.0	1	0.8	116	130	14	6.3	0	0.0	210	224
TOTAL	85	9.3	20	2.2	808	913	124	10.7	17	1.5	1018	1159

Table VI-16

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BRONX VOCATIONAL HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
DISTRICT	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
15-16	1	9.1	0	0.0	10	11	1	1.2	0	0.0	85	86
17-18	3	10.0	0	0.0	27	30	10	20.8	0	0.0	38	48
19-20	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
21-22	4	14.3	0	0.0	24	28	3	3.8	0	0.0	75	78
23-24	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
TOTAL	8	11.6	0	0.0	61	69	14	6.6	0	0.0	198	212

Table VI-17

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BRONX ACADEMIC HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
15-16	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
17-18	7	7.4	0	0.0	88	95	12	8.7	1	0.7	125	138
19-20	3	7.0	1	2.3	39	43	2	1.5	0	0.0	134	136
21-22	7	4.0	2	1.1	166	175	9	1.9	3	0.6	457	469
23-24	3	4.3	0	0.0	66	69	0	0.0	0	0.0	107	107
TOTAL	20	5.2	3	0.8	359	382	23	2.7	4	0.5	823	850

Tables VI-16 and VI-17 deal with the Bronx vocational and academic high schools respectively. As in the case of Manhattan, it may be seen that the relative distribution of percentages of staffs which are Negro does not indicate a large percentage in any one district. Again, as in the Manhattan data, the per cent in current position less than three years (vocational 11.6% and academic 5.2%) shows an increase over those percentages for staff in position three or more years (6.6% and 2.7%).

Brooklyn. The racial distribution in Brooklyn is presented by organizational level and district in Tables VI-18, VI-19, VI-20, and VI-21. Table VI-18 indicates that most of the Negroes in the Brooklyn elementary schools in position three or more years (193) are in Districts 25-27 and 32-33-34. Similarly, a majority of the Negroes in position less than three years is found in those same districts. They constitute 21 per cent of the staff in position more than three years in District 32-34. The junior high school table, Table VI-19, shows the same pattern.

The Brooklyn high school tables, Table VI-20 (vocational) and Table VI-21 (academic), indicate the per cent of high school staffs which are Negro in the category of personnel in position less than three years, in contrast to the per cent in position three or more years which is seen in Manhattan and the Bronx. In the case of the vocational schools this involves a change from 4 per cent to 14.3 per cent. It is a change from 2.4 per cent to 3.5 per cent in the academic high schools of Brooklyn.

Queens. The Queens schools are reported in Tables VI-22, VI-23, VI-24, and VI-25. In Queens 20.4 per cent of the elementary school staff in District 50 in current position three or more years are Negro. This constitutes four times as great a percentage as do the

Table VI-18

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BROOKLYN ELEMENTARY SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
25-27	74	14.1	6	1.1	444	524	74	12.2	3	0.5	528	605
26-28	4	1.4	6	2.2	269	279	4	1.0	3	0.8	374	381
29-30-31	42	10.9	7	1.8	335	384	41	10.8	2	0.5	336	379
32-33-34	119	18.6	3	0.5	518	640	119	21.0	2	0.4	445	566
35-40	3	0.8	0	0.0	356	359	2	0.2	0	0.0	820	822
36-37	0	0.0	0	0.0	148	148	3	1.1	0	0.0	266	269
38-39	1	0.4	1	0.4	234	236	0	0.0	0	0.0	228	228
41-42	29	6.9	0	0.0	392	421	20	3.7	3	0.5	524	547
43-44	18	4.9	0	0.0	353	371	12	2.5	1	0.2	476	489
75	8	9.4	0	0.0	77	85	17	8.4	0	0.0	186	203
TOTAL	298	8.6	23	0.7	3126	3447	292	6.5	14	0.3	4183	4489

Table VI-19

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BROOKLYN JUNIOR HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
25-27	59	24.6	1	0.4	180	240	56	29.9	0	0.0	131	187
26-28	6	4.2	2	1.4	135	143	19	8.4	0	0.0	207	226
29-30-31	17	13.9	2	1.6	103	122	26	14.2	3	1.6	154	183
32-33-34	78	25.2	0	0.0	231	309	51	22.3	0	0.0	178	229
35, 40	0	0.0	0	0.0	148	148	4	1.1	0	0.0	349	353
36-37	4	2.2	0	0.0	180	184	2	1.0	0	0.0	192	194
38-39	4	3.6	0	0.0	106	110	1	0.4	0	0.0	261	262
41-42	12	7.0	0	0.0	159	171	15	4.8	2	0.6	294	311
43-44	9	6.7	0	0.0	125	134	4	2.8	0	0.0	140	144
TOTAL	189	12.1	5	0.3	1367	1561	178	8.5	5	0.2	1906	2089

Table VI-20

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BROOKLYN VOCATIONAL HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
25, 27	20	19.0	1	1.0	84	105	11	5.5	0	0.0	189	200
26, 28	5	15.2	0	0.0	28	33	2	3.2	0	0.0	60	62
29, 30, 31	9	12.9	0	0.0	61	70	9	6.9	0	0.0	122	131
32, 33, 34	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
35, 40	1	3.4	0	0.0	28	29	0	0.0	0	0.0	71	71
36, 37	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
38, 39	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
40, 41	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
43, 44	8	12.7	0	0.0	55	63	2	1.4	1	0.7	135	138
TOTAL	43	14.3	1	0.3	256	300	24	4.0	1	0.2	577	602

Table VI-21

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BROOKLYN ACADEMIC HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
25, 27	9	7.6	0	0.0	109	118	14	4.6	1	0.3	290	305
26, 28	1	2.3	0	0.0	42	43	1	0.9	0	0.0	106	107
29, 30, 31	1	3.2	0	0.0	30	31	6	7.9	0	0.0	70	76
32, 33, 34	6	8.2	0	0.0	67	73	8	8.1	0	0.0	91	99
35, 40	5	1.8	0	0.0	278	281	4	0.7	0	0.0	549	553
36, 37	2	2.0	1	1.0	96	99	3	1.0	0	0.0	287	290
38, 39	0	0.0	0	0.0	63	63	2	1.3	0	0.0	151	153
41, 42	9	3.5	0	0.0	247	256	6	2.1	0	0.0	286	292
43, 44	6	3.8	0	0.0	154	160	8	3.1	1	0.4	247	256
TOTAL	39	3.5	1	0.1	1084	1124	52	2.4	2	0.1	2077	2131

Table VI-22

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN QUEENS ELEMENTARY SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
45-46	13	5.2	1	0.4	234	248	30	5.0	1	0.2	573	604
47-48	9	3.8	0	0.0	231	240	22	3.5	0	0.0	602	624
49	9	2.9	0	0.0	305	314	9	1.7	0	0.0	508	517
50	53	19.2	0	0.0	223	276	105	20.4	0	0.0	409	514
51-52	3	1.9	0	0.0	153	156	14	2.1	0	0.0	660	674
TOTAL	87	7.1	1	0.1	1146	1234	180	6.1	1	0.03	2752	2933

Table VI-23

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN QUEENS JUNIOR HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
45, 46	23	11.9	0	0.0	171	194	14	4.5	0	0.0	298	312
47, 48	8	5.9	1	0.7	126	135	9	2.6	0	0.0	337	346
49	4	5.7	1	1.4	65	70	6	5.8	0	0.0	98	104
50	27	25.5	0	0.0	79	106	41	25.0	0	0.0	123	164
51, 52	2	2.1	0	0.0	92	94	12	4.0	0	0.0	285	297
TOTAL	64	10.7	2	0.3	533	599	82	6.7	0	0.0	1141	1223

Table VI-24

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN QUEENS VOCATIONAL HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
45-46	3	8.6	1	2.9	31	35	2	1.1	0	0.0	176	178
47-48	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
49	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
50	0	0.0	0	0.0	23	23	4	7.0	0	0.0	53	57
51	7	7.4	0	0.0	87	94	2	1.9	0	0.0	105	107
TOTAL	10	6.6	1	0.7	141	152	8	2.3	0	0.0	334	342

Table V1-25

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN QUEENS ACADEMIC HIGH SCHOOL BUILDINGS, BY DISTRICT

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
District	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
45, 46	6	4.3	0	0.0	135	141	4	2.2	0	0.0	176	180
47, 48	5	3.5	0	0.0	137	142	7	1.4	1	0.2	497	505
49	6	3.8	0	0.0	153	159	3	0.9	0	0.0	326	329
50	4	11.8	0	0.0	30	34	15	7.1	0	0.0	196	211
51, 52	3	1.5	0	0.0	202	205	12	2.1	1	0.2	568	581
TOTAL	24	3.5	0	0.0	657	681	41	2.3	2	0.1	1703	1806

Negroes in District 45-46. District 50 also has a far larger percentage of Negroes in its category of personnel in position less than three years (19. 2) than does any other district in the Queens elementary schools. Table VI-22 shows only a small difference between the less-than-three-years and three-or-more-years categories. Negroes constitute 6. 1 per cent of the three-or-more-years group and 7. 1 per cent of those in current position less than three years. Table VI-23 indicates a larger change has taken place in the composition of junior high school staffs. Negroes are 6. 7 per cent of those three or more years in position and 10. 7 per cent of those in position less than three years. District 50, as in the elementary schools, has the largest per cent of its staff who are Negroes, 25 per cent with no discernible change.

The vocational high schools in Queens, reported on Table VI-24, indicate a difference between the percentage of Negroes in current position more than three years, 2. 3 per cent, and those less than three years, 6. 6 per cent. The academic high school change is in the same direction but much smaller (Table VI-25). In the academic high schools, District 50 has a larger percentage of staff who are Negroes than any other district.

Richmond. Table VI-26 presents the racial distribution of Richmond, which is District 53-54. The most significant fact indicated by this table, aside from the small number of Negroes and Puerto Ricans [illegible] the district, may be the 13. 6 per cent of the junior high staff in position less than three years who are Negroes. This is a considerably larger percentage than in the three-or-more-years-in-current-position category reported from the junior high school (3%).

Table VI-26

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN ALL RICHMOND SCHOOL BUILDINGS, BY ORGANIZATIONAL LEVEL

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Level	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Elementary	3	1.3	0	0.0	222	225	11	2.3	0	0.0	475	486
Junior high	8	13.6	0	0.0	51	59	4	3.0	0	0.0	128	132
Vocational high	0	---	0	---	0	0	2	3.1	0	0.0	63	65
Academic high	2	1.2	0	0.0	164	166	2	0.8	1	0.4	244	247
TOTAL	13	2.9	0	0.0	437	450	19	2.0	1	0.1	910	930

Racial Distributions in Different Types of Positions on School Building Staffs

The questionnaires filled out by elementary and junior high school principals asked them to distinguish among the following eight types of positions:

1. Licensed regular substitutes teaching full-time,
2. Licensed regular teachers teaching full-time,
3. Teachers in other than teaching positions,
4. Acting professional personnel in full-time non-teaching positions, except school principals,
5. Licensed professional personnel in full-time non-teaching positions, except school principals,
6. *Other professional positions, except school principals,*
7. Acting assistant principals,
8. Licensed assistant principals.

Examination of data by these positions permits one to gain some insight into the extent to which the racial distribution of building staffs is related to the type of professional position held by each racial group. Tables VI-27 through VI-36 present the number of persons, by racial group, in each of the eight positions cited above, separately by organizational level and by borough. Thus Tables VI-26 through VI-31 give the distribution by type of position in the elementary schools in each of the five boroughs. Tables VI-32 through VI-36 do the same for the junior high schools. The eight types of positions are listed in what roughly corresponds to a scale of positions from lower to higher as one reads down the table. Thus, for example, the first row on the tables refers to licensed regular substitutes teaching full-time. The second row includes licensed regular teachers teaching full-time. The fourth through eighth categories roughly approximate a sequence of higher positions with the acting category of each type of position preceding the licensed category of that type of

Table VI-27

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN MANHATTAN ELEMENTARY SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	155	16.9	6	0.7	756	917	110	25.5	12	2.8	310	432
Regular teachers	63	10.7	2	0.3	525	590	304	23.9	8	0.5	1270	1582
Other teaching positions	14	14.3	11	11.2	73	98	39	21.1	13	7.0	133	185
Non-teaching prof. (acting)	2	20.0	2	20.0	6	10	5	41.7	0	0.0	7	12
Non-teaching prof. (licensed)	3	13.0	0	0.0	20	23	2	6.9	2	6.1	29	33
Other professionals	1	14.3	1	14.3	5	7	3	50.0	1	16.7	2	6
Acting assistant principals	9	23.7	0	0.0	29	38	5	20.0	0	0.0	20	25
Licensed assist. principals	1	14.3	0	0.0	6	7	3	4.8	0	0.0	63	66
TOTAL	248	14.7	22	1.3	1420	1690	471	20.1	36	1.5	1834	2341

Table VI-28

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BRONX ELEMENTARY SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	79	8.5	10	1.1	845	934	49	12.0	2	0.5	357	408
Regular teachers	23	4.0	1	0.2	555	579	98	5.6	3	0.2	1635	1736
Other teaching positions	8	14.0	9	15.8	40	57	8	7.6	4	3.8	93	105
Non-teaching prof. (acting)	0	0.0	1	33.3	2	3	1	11.1	1	11.1	7	9
Non-teaching prof. (licen.)	1	5.9	2	11.8	15	18	3	7.9	3	7.9	32	38
Other professionals	1	14.3	0	0.0	6	7	0	0.0	0	0.0	7	7
Acting assistant principals	1	4.0	0	0.0	24	25	1	3.6	0	0.0	27	28
Licensed asst. principals	0	0.0	0	0.0	5	5	1	1.5	0	0.0	66	67
TOTALS	113	6.9	23	1.4	1492	1628	161	6.7	13	0.5	2224	2398

Table VI-29

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BROOKLYN ELEMENTARY SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	204	9.7	12	0.6	1893	2109	73	9.5	3	0.4	694	770
Regular teachers	70	6.3	2	0.2	1036	1108	180	5.5	1	0.03	3090	3271
Other teaching positions	10	9.2	5	4.6	94	109	25	14.0	5	2.8	149	179
Non-teaching prof. (acting)	1	25.0	0	0.0	3	4	2	20.0	0	0.0	8	10
Non-teaching prof. (licensed)	3	10.7	4	14.3	21	28	6	10.5	4	7.0	47	57
Other professionals	4	26.7	0	0.0	11	15	3	13.6	1	4.5	18	22
Acting assistant principals	6	9.8	0	0.0	55	61	1	4.0	0	0.0	24	25
Licensed asst. principals	0	0.0	0	0.0	13	13	2	1.3	0	0.0	153	155
TOTAL	298	8.6	23	0.7	3126	3447	292	6.5	14	0.3	4183	4489

Table VI-30

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS)

IN QUEENS ELEMENTARY SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	43	6.2	1	0.1	653	697	20	4.3	0	0.0	449	469
Regular teachers	33	7.6	0	0.0	399	432	150	6.5	1	0.04	2141	2292
Other teaching positions	6	11.8	0	0.0	45	51	5	7.8	0	0.0	59	64
Non-teaching prof. (acting)	0	0.0	0	0.0	4	4	2	50.0	0	0.0	2	4
Non-teaching prof. (licensed)	3	15.0	0	0.0	17	20	1	2.8	0	0.0	35	36
Other professionals	2	18.2	0	0.0	9	11	1	5.9	0	0.0	16	17
Acting assistant principals	0	0.0	0	0.0	15	15	1	16.7	0	0.0	5	6
Licensed asst. principals	0	0.0	0	0.0	4	4	0	0.0	0	0.0	45	45
TOTAL	87	7.1	1	0.1	1146	1234	180	6.1	1	0.03	2752	2933

Table VI-31

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS)
IN RICHMOND ELEMENTARY SCHOOL BUILDINGS, BY POSITION (DISTRICT 53-54)

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	1	1.0	0	0.0	98	99	1	1.6	0	0.0	60	61
Regular teachers	1	0.9	0	0.0	113	114	9	2.3	0	0.0	375	384
Other teaching positions	1	33.3	0	0.0	2	3	0	0.0	0	0.0	13	13
Non-teaching prof. (acting)	0	0.0	0	0.0	0	0	1	50.0	0	0.0	1	2
Non-teaching prof. (licensed)	0	0.0	0	0.0	0	0	0	0.0	0	0.0	9	9
Other professionals	0	0.0	0	0.0	7	7	0	0.0	0	0.0	7	7
Acting assistant principals	0	0.0	0	0.0	2	2	0	0.0	0	0.0	3	3
Licensed assist. principals	0	0.0	0	0.0	0	0	0	2.3	0	0.0	7	7
TOTAL	3	1.3	0	0.0	222	225	11	2.3	0	0.0	475	486

Table VI-32

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN MANHATTAN JUNIOR HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	110	20.1	7	1.3	430	547	81	27.6	5	1.7	208	294
Regular teachers	72	20.9	3	0.9	270	345	168	19.8	5	0.6	674	847
Other teaching positions	4	19.9	0	0.0	17	21	3	5.6	1	1.9	50	54
Non-teaching prof. (acting)	2	33.3	0	0.0	4	6	5	50.0	0	0.0	5	10
Non-teaching prof. (licensed)	4	25.0	0	0.0	12	16	2	8.3	0	0.0	22	24
Other professionals	2	18.2	1	9.1	8	11	0	0.0	1	20.0	4	5
Acting assistant principals	1	5.0	0	0.0	19	20	2	10.0	0	0.0	18	20
Licensed assist. principals	0	0.0	0	0.0	7	7	3	4.8	0	0.0	59	62
TOTAL	195	20.0	11	1.1	767	973	264	20.1	12	0.9	1040	1316

Table VI-33

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BRONX JUNIOR HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	53	10.4	15	2.9	444	512	34	16.9	9	4.5	158	201
Regular teachers	19	6.2	4	1.3	282	305	65	8.7	4	0.5	679	748
Other teaching positions	12	32.4	1	2.7	24	37	18	27.7	3	4.6	44	65
Non-teaching prof. (acting)	0	0.0	0	0.0	15	15	4	8.3	1	2.1	43	48
Non-teaching prof. (licensed)	1	5.9	0	0.0	16	17	2	9.1	0	0.0	20	22
Other professionals	0	0.0	0	0.0	2	2	0	0.0	0	0.0	3	3
Acting assist. principals	0	0.0	0	0.0	17	17	0	0.0	0	0.0	16	16
Licensed assist. principals	0	0.0	0	0.0	8	8	1	1.8	0	0.0	55	56
TOTAL	85	9.3	20	2.2	808	913	124	10.7	17	1.5	1018	1159

Table VI-34

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS)
IN BROOKLYN JUNIOR HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	125	13.8	1	0.1	778	904	71	15.3	3	0.6	389	463
Regular teachers	54	9.8	4	0.7	494	552	94	6.8	1	0.1	1303	1398
Other teaching positions	5	16.7	0	0.0	25	30	5	6.9	1	1.4	66	72
Non-teaching prof. (acting)	0	0.0	0	0.0	5	5	1	25.0	0	0.0	3	4
Non-teaching prof. (licensed)	3	14.3	0	0.0	18	21	3	10.3	0	0.0	26	29
Other professionals	0	0.0	0	0.0	6	6	0	0.0	0	0.0	4	4
Acting assistant principals	2	5.6	0	0.0	34	36	4	14.8	0	0.0	23	27
Licensed assist. principals	0	0.0	0	0.0	7	7	0	0.0	0	0.0	92	92
TOTAL	189	12.1	5	0.3	1367	1561	178	8.5	5	0.2	1906	2089

Table VI-35

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN QUEENS JUNIOR HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	32	10.7	1	0.3	265	298	23	10.7	0	0.0	192	215
Regular teachers	30	11.6	1	0.4	228	259	58	6.3	0	0.0	856	914
Other teaching positions	1	20.0	0	0.0	4	5	0	0.0	0	0.0	9	9
Non-teaching prof. (acting)	0	0.0	0	0.0	2	2	0	0.0	0	0.0	0	0
Non-teaching prof. (licensed)	1	11.1	0	0.0	8	9	1	4.5	0	0.0	21	22
Other professionals	0	0.0	0	0.0	0	0	0	0.0	0	0.0	3	3
Acting assistant principals	0	0.0	0	0.0	13	13	0	0.0	0	0.0	12	12
Licensed assist. principals	0	0.0	0	0.0	13	13	0	0.0	0	0.0	48	48
TOTAL	64	10.8	2	0.3	533	590	82	6.7	0	0.0	1141	1223

Table VI-36

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS)
IN RICHMOND JUNIOR HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	5	13.2	0	0.0	33	38	2	8.0	0	0.0	23	25
Regular teachers	1	6.3	0	0.0	15	16	2	2.0	0	0.0	96	98
Other teaching positions	1	100.0	0	0.0	0	1	0	0.0	0	0.0	1	1
Non-teaching prof. (acting)	0	0.0	0	0.0	0	0	0	0.0	0	0.0	1	1
Non-teaching prof. (licensed)	0	0.0	0	0.0	0	0	0	0.0	0	0.0	3	3
Other professionals	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
Acting assistant principals	1	25.0	0	0.0	3	4	0	0.0	0	0.0	1	1
Licensed assist. principals	0	0.0	0	0.0	0	0	0	0.0	0	0.0	3	3
TOTAL	8	13.6	0	0.0	51	59	4	3.0	0	0.0	128	132

position. Thus the seventh position is acting assistant principal and the eighth is licensed assistant principal. The racial distributions in these positions will help indicate the proportion of personnel in a given position which consists of members of each racial group in the study. To facilitate this examination, percentages of Negroes, Puerto Ricans and others based upon the total number of persons reported in each type of position, by borough and by level, are included in the tables. Finally, recent trends may be identified by comparing the categories of "in current position less than three years" and "in current position three or more years." For each table, then, 100 per cent will consist of all the persons reported at a given organizational level in a given borough, in the position indicated by the rows and within the time periods of less than three years and three or more years. Thus, for example, the 155 Negroes reported in the first row and column of Table VI-27 constitute 16.9 per cent of the total number of regular substitutes reported in the elementary schools of Manhattan (917).

Table VI-27 indicates that Negroes represent 4.8 per cent of the Manhattan licensed elementary school assistant principals in position three or more years. They represent 20% of those in acting assistant principal positions three or more years. It may be of interest to note that in Table VI-27 the percentage of personnel in lower positions who are Negroes is not consistently higher than the percentage of Negro personnel in higher positions in the group occupying their current position less than three years. Thus 14.3 per cent of the licensed assistant principals reported on Table VI-27 as in position less than three years are Negro. In general, Tables VI-27 through VI-31 indicate that Negroes constitute larger percentages of positions above the regular classroom in the Manhattan elementary schools than they do in the other boroughs. This is consistent with the fact that they constitute a higher percentage of the Manhattan elementary school staffs than they do of any other borough.

In every borough the percentage of acting assistant principals which is Negro is larger than the percentage of the licensed assistant principals. In three boroughs (Manhattan, Bronx, Brooklyn) Negroes also constitute a larger percentage of the regular substitute teachers than they do of the licensed classroom teachers (compare Tables VI-27, VI-28, and VI-29 with Tables VI-30 and VI-31.

Tables VI-32 through VI-36 deal with the junior high schools by position. Here, in all boroughs, the percentage of assistant principals, acting or licensed, represented by Negroes falls--with one exception--consistently below the percentage of Negroes in the junior high schools. The four Negroes reported in Brooklyn as acting assistant principals in position three or more years are 14.8 per cent of the persons in that category and constitute an exception to the observation in the preceding sentence.

The vocational schools are dealt with in Tables VI-37 through VI-41. Ten types of positions were distinguished in both the vocational and academic high schools These are:

1. Licensed regular substitutes teaching full-time,
2. Licensed regular teachers teaching full-time,
3. Teachers relieved of part of their teaching load,
4. Acting department chairmen,
5. Licensed department chairmen,
6. Acting professional personnel in full-time non-teaching positions, except school principal,
7. Licensed professional personnel in full-time non-teaching positions, except school principal,
8. Other professional positions,
9. Acting full-time guidance personnel,
10. Licensed full-time guidance personnel.

As in the case of the elementary and junior high schools, the positions

Table VI-37

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS)
IN MANHATTAN VOCATIONAL HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	8	6.5	3	2.4	112	123	6	11.5	0	0.0	46	52
Regular teachers	7	13.7	0	0.0	44	51	7	1.8	0	0.0	392	399
Teachers released part-time	2	11.8	2	11.8	13	17	7	5.0	0	0.0	134	141
Acting department chairmen	0	0.0	0	0.0	7	7	0	0.0	0	0.0	10	10
Licensed depart-chairmen	0	0.0	0	0.0	2	2	0	0.0	0	0.0	34	34
Acting non-teaching	1	16.7	0	0.0	5	6	1	7.1	0	0.0	13	14
Licensed non-teaching	0	0.0	0	0.0	3	3	1	6.7	0	0.0	14	15
Other prof. positions	0	0.0	0	0.0	1	1	0	0.0	0	0.0	5	5
Acting full-time guidance	1	14.3	0	0.0	6	7	0	0.0	0	0.0	6	6
Licensed full-time guidance	0	0.0	0	0.0	1	1	1	50.0	0	0.0	1	2
TOTAL	19	8.7	5	8.7	194	218	23	3.4	0	0.0	655	678

Table VI-38

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BRONX VOCATIONAL HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	6	14.3	0	0.0	36	42	1	5.0	0	0.0	19	20
Regular teachers	1	8.3	0	0.0	11	12	10	8.0	0	0.0	115	125
Teachers released part-time	1	14.3	0	0.0	6	7	2	5.9	0	0.0	32	34
Acting department chairmen	0	0.0	0	0.0	2	2	0	0.0	0	0.0	7	7
Licensed depart. chairmen	0	0.0	0	0.0	1	1	0	0.0	0	0.0	12	12
Acting non-teaching	0	0.0	0	0.0	1	1	1	20.0	0	0.0	4	5
Licensed non-teaching	0	0.0	0	0.0	0	0	0	0.0	0	0.0	4	4
Other prof. positions	0	0.0	0	0.0	1	1	0	0.0	0	0.0	1	1
Acting full-time guidance	0	0.0	0	0.0	3	3	0	0.0	0	0.0	4	4
Licensed full-time guidance	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
TOTAL	8	11.6	0	0.0	61	69	14	6.6	0	0.0	198	212

Table VI-39

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN BROOKLYN VOCATIONAL HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	25	14.5	1	0.6	147	173	4	9.3	0	0.0	39	43
Regular teachers	13	17.1	0	0.0	63	76	16	6.2	1	0.3	343	360
Teachers released part-time	3	10.7	0	0.0	25	28	2	1.7	0	0.0	115	117
Acting department chairmen	1	20.0	0	0.0	4	5	0	0.0	0	0.0	6	6
Licensed depart. chairmen	1	14.3	0	0.0	6	7	1	2.7	0	0.0	36	37
Acting non-teaching	0	0.0	0	0.0	2	2	0	0.0	0	0.0	6	6
Licensed non-teaching	0	0.0	0	0.0	4	4	0	0.0	0	0.0	16	16
Other prof. positions	0	0.0	0	0.0	1	1	0	0.0	0	0.0	6	6
Acting full-time guidance	0	0.0	0	0.0	[illegible]	3	0	0.0	0	0.0	5	5
Licensed full-time guidance	0	0.0	0	0.0	1	1	1	16.7	0	0.0	5	6
TOTAL	43	14.3	1	0.3	256	300	24	4.0	1	0.3	577	602

Table VI-40

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN QUEENS VOCATIONAL HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitute	3	4.5	1	1.5	62	66	2	4.9	0	0.0	39	41
Regular teachers	5	8.9	0	0.0	51	56	4	1.7	0	0.0	237	241
Teachers released part-time	0	0.0	0	0.0	1	1	2	7.1	0	0.0	26	28
Acting department chairmen	1	33.3	0	0.0	2	3	0	0.0	0	0.0	4	4
Licensed depart. chairmen	0	0.0	0	0.0	5	5	0	0.0	0	0.0	15	15
Acting non-teaching	0	0.0	0	0.0	1	1	0	0.0	0	0.0	2	2
Licensed non-teaching	1	9.1	0	0.0	10	11	0	0.0	0	0.0	3	3
Other prof. positions	0	0.0	0	0.0	4	4	0	0.0	0	0.0	3	3
Acting full-time guidance	0	0.0	0	0.0	4	4	0	0.0	0	0.0	3	3
Licensed full-time guidance	0	0.0	0	0.0	1	1	0	0.0	0	0.0	2	2
TOTAL	10	6.6	1	0.7	141	152	8	2.3	0	0.0	334	342

Table VI-41

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS)

IN RICHMOND VOCATIONAL HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	0	0.0	0	0.0	0	0	1	5.6	0	0.0	17	18
Regular teachers	0	0.0	0	0.0	0	0	1	2.1	0	0.0	46	47
Teachers released part-time	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
Acting department chairmen	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
Licensed depart. chairmen	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
Acting non-teaching	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
Licensed non-teaching	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
Other prof. positions	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
Acting full-time guidance	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
Licensed full-time guidance	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
TOTAL	0	0.0	0	0.0	0	0	2	3.1	0	0.0	63	65

reported in the lower portions of these tables contain higher percentages of Negroes and Puerto Ricans than those in the first two categories. Upward mobility is implicit from the second category, licensed regular teachers, to the fifth, licensed department chairmen, for instance. Negroes do not constitute a significantly higher percentage of substitute teachers than they do of licensed regular teachers in the vocational schools as seen in Tables VI-37 through VI-41. As may be seen, there are only a few Negroes in either the acting or licensed chairmen positions, four in all. Two of these are acting chairmen and three of the four are in their current positions for less than three years. Only eight cases appear in the sixth through the tenth positions in Tables VI-37 through VI-41.

Tables VI-42 through VI-46 present similar data for the academic high schools. There are six Negroes in the acting or licensed chairmen categories. The total number of acting and licensed chairmen reported is 636. Negroes constitute 1 per cent of the academic high school chairmen. The last five positions on the academic high school tables (42-46) are occupied by a total of fifteen Negroes. To the extent that the positions from "acting department chairmen" through "licensed guidance" represent access points to the academic high school principalship, only a total of 21 Negroes stand at those points.

There were no Puerto Ricans reported in any borough in positions beyond that of "teachers relieved of part of their teaching load."

Racial Distribution in the Principalships and in District Assignments

Tables VI-47 through VI-49 indicate the racial distribution among principals in the academic and vocational high schools. Table VI-47 distinguishes academic high school principals in position less than three years from those in position three or more years, and reports these by

Table VI-42

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS)
IN MANHATTAN ACADEMIC HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	19	8.3	4	1.7	207	230	4	3.5	0	0.0	111	115
Regular teachers	18	15.9	2	1.8	93	113	25	5.1	1	0.2	468	494
Teachers released part-time	10	22.2	1	2.2	34	45	6	4.1	1	0.7	138	145
Acting department chairmen	0	0.0	0	0.0	10	10	2	8.7	0	0.0	21	23
Licensed depart. chairmen	0	0.0	0	0.0	9	9	0	0.0	0	0.0	56	56
Acting non-teaching	0	0.0	0	0.0	0	0	0	0.0	0	0.0	3	3
Licensed non-teaching	0	0.0	0	0.0	5	5	0	0.0	0	0.0	13	13
Other prof. positions	0	0.0	0	0.0	15	15	2	9.5	0	0.0	19	21
Acting full-time guidance	1	7.7	0	0.0	12	13	0	0.0	0	0.0	2	2
Licensed full-time guidance	0	0.0	0	0.0	0	0	0	0.0	0	0.0	1	1
TOTAL	48	11.2	7	1.6	375	439	39	4.5	2	0.2	832	873

Table VI-43

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS)
IN BRONX ACADEMIC HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	10	5.5	1	0.6	170	181	0	0.0	0	0.0	55	55
Regular teachers	8	5.0	2	1.3	149	159	20	4.0	4	0.8	471	495
Teachers released part-time	0	0.0	0	0.0	12	12	1	0.5	0	0.0	188	189
Acting department chairmen	1	50.0	0	0.0	1	2	0	0.0	0	0.0	10	10
Licensed depart.-ment chairmen	0	0.0	0	0.0	9	9	0	0.0	0	0.0	70	70
Acting non-teaching	0	0.0	0	0.0	4	4	0	0.0	0	0.0	0	0
Licensed non-teaching	0	0.0	0	0.0	2	2	2	6.7	0	0.0	28	30
Other prof. positions	0	0.0	0	0.0	0	0	0	0.0	0	0.0	1	1
Acting full-time guidance	1	10.0	0	0.0	9	10	0	0.0	0	0.0	0	0
Licensed full-time guidance	0	0.0	0	0.0	3	3	0	0.0	0	0.0	0	0
TOTAL	20	5.2	3	0.8	359	382	23	2.7	4	0.5	823	850

Table VI-44

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS)

IN BROOKLYN ACADEMIC HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	19	3.4	1	0.2	541	561	7	4.0	1	0.6	168	176
Regular teachers	14	3.7	0	0.0	367	381	37	2.7	0	0.0	1327	1364
Teachers released part-time	3	3.7	0	0.0	78	81	3	0.8	1	0.3	362	366
Acting department chairmen	0	0.0	0	0.0	20	20	2	7.4	0	0.0	25	27
Licensed depart. chairmen	0	0.0	0	0.0	35	35	1	0.7	0	0.0	144	145
Acting non-teaching	1	7.7	0	0.0	12	13	0	0.0	0	0.0	4	4
Licensed non-teaching	0	0.0	0	0.0	6	6	0	0.0	0	0.0	32	32
Other prof. positions	0	0.0	0	0.0	8	8	0	0.0	0	0.0	9	9
Acting full-time guidance	2	15.4	0	0.0	11	13	1	20.0	0	0.0	4	6
Licensed full-time guidance	0	0.0	0	0.0	6	6	1	33.3	0	0.0	2	3
TOTAL	39	3.5	1	0.1	1084	1124	52	2.4	2	0.1	2077	2131

Table VI-45

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN QUEENS ACADEMIC HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	11	3.5	0	0.0	304	315	5	4.2	1	0.8	112	118
Regular teachers	10	4.1	0	0.0	234	244	28	2.3	1	0.1	1176	1205
Teachers released part-time	2	3.7	0	0.0	52	54	5	1.7	0	0.0	288	293
Acting department chairmen	0	0.0	0	0.0	8	8	0	0.0	0	0.0	25	25
Licensed depart. chairmen	0	0.0	0	0.0	33	33	0	0.0	0	0.0	122	122
Acting non-teaching	0	0.0	0	0.0	9	9	0	0.0	0	0.0	5	5
Licensed non-teaching	0	0.0	0	0.0	7	7	0	0.0	0	0.0	27	27
Other prof. positions	0	0.0	0	0.0	0	0	0	0.0	0	0.0	4	4
Acting full-time guidance	1	11.1	0	0.0	8	9	3	50.0	0	0.0	3	6
Licensed full-time guidance	0	0.0	0	0.0	2	2	0	0.0	0	0.0	1	1
TOTAL	24	3.7	0	0.0	657	681	41	2.3	2	0.1	1763	1806

Table VI-46

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN RICHMOND ACADEMIC HIGH SCHOOL BUILDINGS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	1	1.0	0	0.0	100	101	1	2.5	0	0.0	39	40
Regular teachers	1	2.9	0	0.0	33	34	1	0.8	1	0.8	125	127
Teachers released part-time	0	0.0	0	0.0	16	16	0	0.0	0	0.0	42	42
Acting department chairmen	0	0.0	0	0.0	3	3	0	0.0	0	0.0	12	12
Licensed depart. chairmen	0	0.0	0	0.0	3	3	0	0.0	0	0.0	14	14
Acting non-teaching	0	0.0	0	0.0	1	1	0	0.0	0	0.0	0	0
Licensed non-teaching	0	0.0	0	0.0	4	4	0	0.0	0	0.0	7	7
Other prof. positions	0	0.0	0	0.0	1	1	0	0.0	0	0.0	5	5
Acting full-time guidance	0	0.0	0	0.0	3	3	0	0.0	0	0.0	0	0
Licensed full-time guidance	0	0.0	0	0.0	0	0	0	0.0	0	0.0	0	0
TOTAL	2	1.2	0	0.0	164	166	2	0.8	1	0.4	244	247

Table VI-47

RACIAL DISTRIBUTION OF ACTING AND LICENSED SENIOR HIGH SCHOOL PRINCIPALS IN ACADEMIC HIGH SCHOOLS, BY BOROUGH

	In Current Position Less Than 3 Years			In Current Position 3 or More Years		
Borough	Negroes	Puerto Ricans	Others	Negroes	Puerto Ricans	Others
Manhattan	0	0	1	0	0	9
Bronx	0	0	1	0	0	8
Brooklyn	0	0	4	0	0	16
Queens	0	0	2	0	0	12
Richmond	0	0	1	0	0	3
TOTAL	0	0	9	0	0	48

Table VI-48

RACIAL DISTRIBUTION OF ACTING AND LICENSED SENIOR HIGH SCHOOL PRINCIPALS IN VOCATIONAL HIGH SCHOOLS, BY BOROUGH

	In Current Position Less Than 3 Years			In Current Position 3 or More Years		
Borough	Negroes	Puerto Ricans	Others	Negroes	Puerto Ricans	Others
Manhattan	0	0	1	0	0	9
Bronx	0	0	1	0	0	3
Brooklyn	0	0	1	0	0	8
Queens	0	0	0	0	0	5
Richmond	0	0	0	0	0	1
TOTAL	0	0	3	0	0	26

Table VI-49

RACIAL DISTRIBUTION OF ALL SENIOR HIGH SCHOOL PRINCIPALS, BY POSITION

	In Current Position Less Than 3 Years			In Current Position 3 or More Years		
Position	Negroes	Puerto Ricans	Others	Negroes	Puerto Ricans	Others
Vocational high schools						
Acting principals	0	0	0	0	0	0
Licensed principals	0	0	3	0	0	26
Academic high schools						
Acting principals	0	0	1	0	0	0
Licensed principals	0	0	8	0	0	48
TOTAL	0	0	12	0	0	74

boroughs. Table VI-48 does the same for vocational high schools. As may be seen at a glance, there is, in fact, no racial distribution in either.

Table VI-50 reports the number of Negroes, Puerto Ricans, and others in twenty-three districts who occupy the elementary or junior high school principalships. The three Negroes noted constitute 0.5 per cent of the 644 principals included in this phase of the study. They all have been in this position less than three years. There are, as may be seen, no Puerto Rican principals reported and no Puerto Ricans reported on district assignments.

Table VI-51 indicates the racial distribution of professional positions reporting to the assistant and associate superintendents in charge of divisions at 110 Livingston Street. It may be noted that Negroes constitute 6.4 per cent of all those reported in Table VI-51.

The "600" Schools

A separate study of the racial distribution of "600" schools is reported in Table VI-52. As may be seen, Negroes do compose relatively large percentages of the "600" school staffs. They are 34.4 per cent of the substitute category in position less than three years and 42.6 per cent of those in three or more years. Also they are 25.9 per cent of the licensed regular teachers in position less than three years and 18.9 per cent of those in position three or more years.

Summary Description of the Racial Distribution of New York City School Teachers

It seems clear from this study that the school system does not close any of its positions to members of racial minority groups. There are Negroes at all organizational levels and in all echelons of the system including the Board of Superintendents. (The fact that there are no

Table VI-50

RACIAL DISTRIBUTION OF ALL PROFESSIONAL STAFF FOR ELEMENTARY SCHOOLS, JUNIOR HIGH SCHOOLS, AND PERSONNEL ASSIGNED TO THE DISTRICTS (23 DISTRICTS INCLUDED)

	In Current Position Less Than 3 Years			In Current Position 3 or More Years		
	Negroes	Puerto Ricans	Others	Negroes	Puerto Ricans	Others
Acting principals	2	0	24*	0	0	22**
Licensed principals	1	0	66	0	0	529
Assistant superintendents	0	0	2	1	0	20
Coordinators	1	0	17	9	0	191
Other district superintendents supervisory positions	0	0	5	0	0	19
Librarians	0	0	2	3	0	20
Teachers assigned to district	0	0	0	0	0	2
Other district superintendents' staff position	0	0	0	0	0	0
TOTAL	4	0	116	13	0	803

*of which 2 are licensed teachers-in-charge
**of which 9 are licensed teachers-in-charge

Table VI-51

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT DIVISIONAL SUPERORDINATES) AT 110 LIVINGSTON STREET, BY POSITION

	In Current Position Less Than 3 Years			In Current Position 3 or More Years		
	Negroes	Puerto Ricans	Others	Negroes	Puerto Ricans	Others
Assistant superintendents			5			2
Directors	1		7			22
Assistant directors	3		24			35
Supervisors	8		77	13		169
Teachers assigned to headquarters	6	1	98	8		134
Research associates			2			2
Research technicians			2			1
Editor						1
TOTAL	18	1	215	21	0	366

Table VI-52

RACIAL DISTRIBUTION OF PROFESSIONAL STAFF (EXCEPT PRINCIPALS) IN "600" SCHOOLS, BY POSITION

	In Current Position Less Than 3 Years						In Current Position 3 or More Years					
Position	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL	No. of Negroes	% of Negroes	No. of Puerto Ricans	% of Puerto Ricans	No. of Others	TOTAL
Substitutes	32	34.4	0	0.0	61	93	26	42.0	0	0.0	35	61
Regular teachers	14	25.9	0	0.0	40	54	53	18.9	0	0.0	228	281
Teachers released part-time	2	33.3	0	0.0	4	6	0	0.0	0	0.0	9	9
Acting department chairmen	0	0.0	0	0.0	0	0	0	0.0	0	0.0	2	2
Licensed dept. chairmen	0	0.0	0	0.0	2	2	0	0.0	0	0.0	3	3
Acting non-teaching	0	0.0	0	0.0	0	0	0	0.0	0	0.0	4	4
Licensed non-teaching	0	0.0	0	0.0	1	1	1	50.0	0	0.0	1	2
Other prof. positions	0	0.0	0	0.0	2	2	0	0.0	0	0.0	6	6
TOTAL	48	30.4	0	0.0	110	158	217	59.0	0	0.0	288	368

Negroes in the high school principalships is related to the small number of Negroes in the high school staffs rather than to any closed-door policy.

When examined not from the question of, "Can Negroes get in and move up the system?" but from the question of, "What percentage, in the various echelons and positions, are held by Negroes?" the data presented in this chapter indicate that Negroes may have had a more difficult time moving up the system's hierarchy than others. Negroes constitute, generally, a smaller percentage of those in higher positions than of those in lower positions. But time factors are probably important in this context. Negroes constitute a consistently larger proportion of those "in position less than three years" than they do of those "in position three or more years" on most of the tables in this chapter. Further, the Manhattan elementary schools, where larger numbers of Negroes have probably been located for some time, display a pattern different from those found in the other boroughs and at other organizational levels. Table VI-27 indicates that in Manhattan elementary schools Negroes have penetrated and are continuing to penetrate upper levels of the school staffs, to a larger extent than is the case in other boroughs or at other levels.

Geographic distributions reveal that a number of districts such as District 50 in Queens display a larger Negro percentage of the staff than is the case in other districts. But, again, there is no district without Negro teachers. To describe the situation as segregated would be inaccurate. Instead it is probable that there is less "segregation" in professional building staffs than among student populations in the city's schools.

These data are static in nature. They present as it were a snapshot of the situation at a given moment in June, 1963. It is therefore not wise to speak of mobility in connection with these data except with great caution. However, as one examines the data in detail, it does seem that Negro staff members of the New York City Public Schools may have been less mobile than others, geographically among the districts and hierarchically up the system's promotional ladder.

Chapter VII

NOTES ON CURRENT PRACTICES AND NEEDED RESEARCH

When the conditions under which this study was to be conducted were discussed with the Executive Deputy Superintendent of Schools it was agreed that no recommendations were to be made but that the report would conclude with some general notes covering impressions, reactions, suggestions for further study, and the like. With this in mind the following notes are presented. One demurrer must be stated: a section like this may better be written when a period of time has intervened between the conclusion of the research and the compilation of such remarks. That is, more time was needed to digest, analyze, and carefully think through the data presented in this report than was actually available. However, some preliminary suggestions immediately emerge, even from a cursory overview of the data. Some of these preliminary suggestions follow.

Some Notes on Current Practices

Use of Previous Reports

Several previously published reports on personnel problems in New York City schools were examined. Some of these reports are excellent, and one wonders why so little has been done to implement the recommendations they contain. The report entitled "Staffing Our Schools Today and Tomorrow" is a good example. This report is the result of a joint effort by the board of superintendents and the board of examiners, and contains many excellent recommendations for improving personnel practices. Few of the recommendations have received any attention; most have been ignored. Without going into detail about this report, suffice it to say that it is difficult to understand how it can remain buried. The Board of Education should not seek "outside" advice until it makes use of its "inside" advice, particularly when that advice is of such high quality.

The various reports available to the Board are not all consistent in their recommendations, with the result that a slavish adherence to published suggestions would throw the school system into a morass of confusion. The Cresap-McCormick-Paget report helps to illustrate this point. Its recommendations concerning the activities of the board of examiners are in conflict with the recommendations on that subject in "Staffing Our Schools Today and Tomorrow." (It is interesting to note that the New York University research team disagrees with both sets of recommendations.) The report by Cresap, McCormick, and Paget must be implemented selectively; if this is done, their report will prove to have great value. As an example of the valuable recommendations their report may contain, we present the following excerpt from page 22 of "A Memorandum Report on Personnel Administration."

> ...working hours for administrative employees should be reestablished and enforced for all persons. These hours should be consistent for employees regardless of whether they are licensed teachers. The hours to be worked should be specified to the individual as a condition of employment at the time he is appointed, and he should be required to work these hours during the summer and holiday seasons when the schools are not in session as well as during periods when the schools are open. The adoption of this recommendation would require that the Superintendent of Schools examine the current hours worked by employees of the System assigned to headquarters and enforce these hours. Those reporting to him should also enforce them, and so throughout the organizational structure. Example and compliance from the top down would assure compliance at all levels.

Our knowledge of the school system leads us to suggest that an examination of this sort would reveal that much of the manpower shortage so bitterly complained of is the result of the short work-day and work-year enjoyed by employees in the school system.

Lack of Information

This section on the availability of information could be infinitely long but because of the nature of this last chapter we confine ourselves to one theme, to wit: there is practically no information available in the school system that can be used to make administrative decisions or to answer simple questions concerning personnel. For example, as one reads the present report this question should arise: "Are the teacher-interview and cohort study samples representative of the teachers in the school system?" The truth of the matter is that no one knows the parameters of the personnel in the New York City school system. While it is true that by law certain demographic characteristics (e. g., race and religion) cannot be posted on the teachers' record cards, the information should be available so that it would be possible to sample the teaching population for research purposes.

While some important variables are not known at all, information on other variables such as age, sex, and training is almost impossible to obtain. Even though the Bureau of Educational Program Research and Statistics did a study of these variables a short while ago and found that many teachers had falsified the information they supplied, these data should still be available.

The point is, there is an absence of readily available information relating to basic personnel matters. Information should be available for day-to-day decision-making and for long-range planning. While the research team did not read Cresap, McCormick, and Paget on improving the record system, it seems to us these management consultants could not help but make some suggestions which would improve the record-keeping system.

Teacher Morale

When the research team began its work it was under the impression that teacher morale in New York City was at an all-time low and that conditions were such that we would learn little from the teachers. Nothing could be further from the truth. The research team talked with over a thousand teachers, at least a hundred administrators at all levels, and a number of nonprofessional directors and staff members. They all cooperated to the fullest extent, talked freely, and expressed great interest in the work of the researchers. Although no morale "instruments" were used, it certainly can be said that teacher morale in New York City is not at a miserably low point. Granted morale could be higher, it could be higher practically everywhere; but the stereotype which has been created of the New York City school teacher's low morale has been greatly overdrawn.

Some Notes on Needed Research

As the present study proceeded, it became apparent that there were many aspects of the New York school system which needed further study. Either because time was too limited or because the problem was outside the scope of the present research, or because the problem required manpower and facilities beyond the capacities of the team as then constituted, not all of the promising studies were developed. Several of these possible studies are discussed below.

Board of Examiners

The board of examiners stands at the center of personnel practices in the city schools. At the present time there is controversy as to its role. The Cresap-McCormick-Paget report advocates a decrease in the size of the board of examiners by not replacing examiners as they retire; having the board report to the Deputy Superintendent of Personnel; increasing the role of the board in recruitment; and decreasing the personnel assigned to the board by 77 per cent. The examiners insist that they are understaffed and need more personnel. A high-ranking administrator at 110 Livingston Street expressed the feeling that "The less the examiners have to do with recruitment, administration, and research on our own operations, the better."

Now would seem to be an ideal time for a study of the role of the board of examiners. The study should be broad and comprehensive. It should raise questions about the validity of the board's testing procedures, the tests themselves, and, of course, the outcome of the testing. If, as one top administrator has said, "Our percentages of excellent, mediocre, and poor teachers are as good as any city's," then these unexceptional results are being achieved at too high a cost in terms of both money and mental anguish. At any rate, no one knows what results the board is achieving, and an effort to determine these results is certainly warranted.

The role of the board of examiners in relation to its various functions should be studied. For instance, some interviewees suggested licensing teachers on their credentials, or through the use of the National Teachers Exam (or both) and shifting the main occupation of the board to promotional examinations. Any study of this board should include questions relating not only to the functional aspects of a possible change in its role, but also to the consequences of various proposed changes in role. If teachers are licensed by NTE or by credentials, then the probationary period should be introduced as a *bona fide* probationary period.

In brief, a comprehensive study of the role of the board of examiners is needed. It should examine functions, structural relationships with other components of the school district, procedures, present outcomes, and the possible consequences of proposed changes.

Recruitment

Several aspects of the recruitment of teachers need study. The research team found so little awareness of recruitment efforts among those teachers interviewed that the following questions must be raised: "How effective are the recruiting activities in attracting capable personnel?" The other side of the coin is of equal importance in view of the large turnover now prevalent: "What factors motivate teachers to leave the school system?"

The research staff was struck by the parochial nature of the school staff and believes that this question should be raised: "What effect does a highly inbred faculty have upon the educational program?"

Once teachers are recruited it is important that they receive proper orientation and be given aid in their growth as professionals. The question of interest to the research staff is: "What is the role of the principal and other personnel in the orientation and professional growth of teachers?

There appear to be no efforts toward recruiting administrative and supervisory personnel from other areas. True, numbers appear to be no problem, but present practice furthers the inbreeding that is prevalent. The question is: "How can New York City recruit competent administrators both inside and outside the school system?"

Vertical Mobility

The suggested study of the board of examiners would shed much light on promotional practices. However, there is one aspect of promotion which might not be raised by such a study. That is the promotional status of the teacher who wishes to stay in the classroom. No school system has yet developed a plan whereby teachers can receive formal promotions and still teach. The solution to the problem of how this might be done would yield a rich return.

The whole promotional ladder in the school system needs long and careful study. The research team believes its work has established the basis for such a study. Such problems as the following might be investigated:

1. How can younger people be brought into administration?
2. How can more women be brought into administration?

3. What are the personality characteristics of administrators who are products of the present promotional ladder?

4. What measure of effectiveness can be applied to the work of administrators?

5. What is the effectiveness of various in-service courses now conducted by the school system? (Few teachers among those interviewed pointed to in-service courses as being helpful.)

Staffing Difficult Schools

A question frequently asked within the system and the city is: "Do new and/or least qualified teachers get sent to the difficult schools?" The staff of the present study considered this question in May, 1963. Now, approximately three months later, the laborious and lengthy approach to a research-type answer to this question is known. Our knowledge of this approach helps us understand why the Board has not answered the question for itself, and why no one in the system or city really knows the facts involved.

Those clamoring for an answer to this question must first decide what they mean by "new" teacher, "least qualified" teacher, and "difficult" schools. Suffice it to say that those interviewed during the present study held various meanings for each of these terms. Given this variety of definitions, it is easy to imagine a New York City recruiting team stationed in Chicago giving different answers to candidates' questions than another recruiting team stationed in San Francisco.

Once having selected operational definitions for necessary terms (e. g., "new," "least qualified," "difficult" schools), a fact-finding team which seeks an answer to the question, "Do new and/or least qualified teachers get sent to the difficult schools?" must, generally speaking, begin with the complicated and time-consuming procedures utilized in the present work for the cohort study, as described in Chapter I of this report. These procedures include collection of data (which unfortunately are located on various floors) in two different buildings in which the Board is located. The retrieval of these data requires plentiful cooperation and many days of work. The research team regrets not having had time for this particular investigation, but is pleased to be able to identify the path future investigators must take.

What Happens to Miss A

The case of Miss A, portrayed in Chapter II of this report, is incomplete. Her career was just beginning; she was teaching, she was striving to successfully complete her fifth year of preparation, and she was preparing for the regular teacher's examination.

> She has used her substitute period to shop around. She has her spot and now seeks permanent appointment and tenure in position. [1]
>
> Miss A found herself part of the largest group of teachers in this city, that is, the group which may be called "pupil-oriented." Probably two-thirds of the teachers are in this category. Pupil-oriented teachers want to stay in the classroom, shun administrative tasks or supervisory positions, and are most interested in the children. Generally speaking, these are the dedicated teachers. When they complain, it is about large classes, in-school assignments, lack of visual aids, and the like. [2]

Surely it is important to ask what happens to Miss A henceforth. Isn't she the kind of teacher wanted in the classrooms and buildings of the New York City Public Schools? How do current personnel policies and practices affect her teaching? Is she really lost, or is she finding in this system the psychological and intellectual satisfaction pupil-oriented teachers need and deserve?

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[1] See page 35 of this report.

[2] See page 33 of this report.

Summary

The research team has presented in this chapter some ideas it has formulated concerning the status quo and future research. These ideas are offered in the form of general notes. It is hoped that our ideas will be a signpost indicating fruitful avenues for further study and improvement of the New York City Public Schools.

Appendix A

THE THEME ANALYSIS

Since the teacher interviews contained a substantial amount of data that did not lend themselves to coding for computer processing, and since time did not allow for a complete analysis, it was decided to make a theme analysis, that is, an analysis of the common ideas and thoughts expressed by the interviewees. Information concerning the theme analysis is presented in this appendix. A tabular form of reporting is used since it is assumed the reader will have read or is reading the text.

Fifty-one interview reports from the total collection of 1025 interview reports were selected for intensive analysis. This represented approximately 5 per cent of the 1025. To help eliminate systematic bias in the selection of the 51 reports, 5 per cent of the interview reports for each organizational level - elementary, junior high, academic high, and vocational high - were chosen. This procedure produced 13 interview reports based upon interviews with elementary teachers, 9 reports on junior high school interviews, 19 reports on academic high school interviews, and 10 vocational high school interview reports.

The comparison of these 51 to the total group of 1025 is indicated on the next page in Table A-1. Tables A-2 through A-6 present data pertaining to recruitment and other areas within the scope of the present study.

Table A-1

PARAMETERS OF THE 51 INTERVIEWEES IN THE THEME ANALYSIS COMPARED WITH PARAMETERS OF THE 1025 INTERVIEWEES IN THE TOTAL INTERVIEW SAMPLE

	51 Interviewees		1025 Interviewees	
	Number	Per Cent	Number	Per Cent
Sex				
Male	17	33.3	432	42.1
Female	34	66.7	584	57.0
Race				
Negro	6	11.8	51	5.0
White	45	88.2	951	92.8
Number of years in New York City school system				
0 - 4 years	16	31.4	272	26.5
5 - 9 years	13	25.5	203	19.8
10 - 14 years	5	9.8	98	9.6
15 - 19 years	4	7.8	82	8.0
20 years or more	13	25.5	346	33.8
License Status				
Regular	38	74.5	714	69.7
Substitute	13	25.5	235	23.0
Bachelor's Degree				
New York City area	42	82.4	645	76.4
Outside New York City	9	17.6	137	13.4
Degrees held				
B. A. *	26	50.9	440	42.9
B. A. and M. A.	25	49.1	432	42.2

* "B. A." means any bachelor's degree.

Table A-2

NUMBER OF DIFFERENT COMMENTS RELATING TO RECRUITMENT MADE BY THE 51 INTERVIEWEES AND NUMBER OF TIMES EACH COMMENT WAS FOUND IN THE TEACHER-INTERVIEW DATA (FROM THE THEME ANALYSIS)

	Number of Mentions, By Organizational Level				
Comment	Elementary	Junior High	Academic High	Vocational High	TOTAL
Improve school conditions	7	3	9	4	23
Offer higher salaries	3	2	8	3	16
Recruit outside of New York City	3	1	2	0	6
Improve recruitment practices	1	1	2	0	4
Ease the entrance requirements	0	1	2	1	4
Salaries are O. K.	0	0	2	0	2
Stiffen the entrance requirements	0	2	0	0	2
Assign new teachers to better schools	1	0	1	0	2
Give credit for non-teaching experience	0	0	0	2	2
Increase promotional opportunities	0	0	1	0	1
Do not recruit outside of New York City	0	0	1	0	1
Other Themes	0	0	2	1	3
TOTAL MENTIONS	15	10	30	11	66

Table A-3

NUMBER OF DIFFERENT MOTIVATIONS FOR JOINING THE NEW YORK CITY PUBLIC SCHOOLS AND NUMBER OF TIMES EACH REASON WAS MENTIONED (FROM THE THEME ANALYSIS)

	Number of Mentions, By Organizational Level				
Motivation for Joining New York City Public Schools	Elementary	Junior High	Academic High	Vocational High	TOTAL
"Desirable" working conditions	1	3	2	3	9
Personal influence	1	2	3	2	8
Needed a job	1	2	2	0	5
College influence	0	0	3	1	4
Other motivations	2	0	0	1	3
TOTAL MENTIONS	5	7	10	7	29

Table A-4

NUMBER OF DIFFERENT SUGGESTIONS FOR IMPROVING THE ORIENTATION OF TEACHERS MADE BY THE 51 INTERVIEWEES AND NUMBER OF TIMES EACH SUGGESTION WAS FOUND IN THE DATA (FROM THE THEME ANALYSIS)

	Number of Mentions, By Organizational Level				
Suggestions	Elementary	Junior High	Academic High	Vocational High	TOTAL
Give time off for orientation, conferences, etc.	3	0	1	1	5
Provide written materials	0	1	3	0	4
Set up a 'buddy system'	3	0	1	0	4
Appoint special orientation personnel	0	0	1	1	2
Permit new teachers to observe older teachers	1	0	1	0	2
Have discussion groups for new teachers	0	0	1	0	1
Formal orientation not necessary	0	0	1	0	1
Have the colleges do the orientation	0	0	1	0	1
Arrange for special orientation clinics	0	0	1	0	1
Return to teacher-in-training system	1	0	0	0	1
Give orientation before assignment	1	0	0	0	1
Formal orientation needed	1	0	0	0	1
TOTAL MENTIONS	10	1	11	2	24

Table A-5

NUMBER OF TIMES POSITIVE AND NEGATIVE ATTITUDES WERE EXPRESSED REGARDING THE PROMOTIONAL EXAMINATIONS (FROM THE THEME ANALYSIS)

	Number of Responses, by Organizational Level									
Attitudes Concerning the Examinations:	Elementary		Junior High		Academic High		Vocational High		TOTAL	
	+	-	+	-	+	-	+	-	+	-
Validity of the examination	0	1	0	4	0	6	0	3	0	14
Examination retains personnel	0	2	0	0	2	4	0	1	2	7
Over-all worth of the examination	0	0	1	0	0	0	0	3	1	3
Administration of the examination	0	1	0	0	0	1	0	0	0	2
Other aspects	0	1	0	1	0	1	0	2	0	5
TOTAL RESPONSES	0	5	1	5	2	12	0	9	3	31

Table A-6

NUMBER OF TIMES POSITIVE AND NEGATIVE ATTITUDES WERE EXPRESSED REGARDING THE VARIOUS TESTS THAT CONSTITUTE THE EXAMINATIONS FOR SUBSTITUTE & REGULAR TEACHERS' LICENSES(FROM THE THEME ANALYSIS)

	Number of Responses, by Organization Level									
	Elementary		Junior High		Academic High		Vocational High		TOTAL	
Concerning the Tests:	+	-	+	-	+	-	+	-	+	-
Validity of the examination	1	5	0	3	0	0	0	3	1	11
Over-all worth of the examination	2	2	4	0	2	3	2	6	10	11
Written test	0	3	0	3	1	2	1	0	2	8
Interview test	1	1	1	0	1	3	0	1	3	5
Oral test	1	0	1	1	0	2	0	1	2	4
Practical test	0	1	1	0	2	0	0	2	3	3
Medical exam	0	2	1	0	0	1	0	0	1	3
Other aspects	0	1	0	0	0	0	0	2	0	3
TOTAL RESPONSES	5	15	8	7	6	11	3	15	+22	-48

Appendix B

FORMS USED IN TEACHER INTERVIEWS

Interview Protocol

1. What motivated you to join the staff of the New York City Public Schools?
2. a. Following your application what steps did you have to take before you received your regular teacher's license?
   b. What was the time lapse between filing of application form and receipt of regular teacher's license?
3. What was the time lapse between your receipt of the regular teacher's license and your notification of assignment to a school?
4. a. Do you think your first assignment was suited to your particular skills?
   b. To what type of school were you first assigned?
5. Were you given an opportunity to express a preference for your first assignment?
6. a. How many regular assignments have you had?
   b. Why did you leave assignments 1, 2, and 3?
   c. Were your preferences granted?
7. For every assignment, including your first, did you have an orientation?
8. a. During your first assignment do you think that you experienced professional growth?
   b. If yes, what do you think contributed to this?
9. What promotions did you receive after your initial appointment?
10. Did you receive all the promotions for which you applied or to which you were entitled?
11. a. Are promotional opportunities open to all within the school system?
    b. Are the promotional tests fair to all? (ethnic, etc.)
    c. Do they help retain good people in the New York City Schools?
    d. What do you see yourself doing professionally within the next five years?
12. What do you think are some desirable procedures for the New York City Public Schools?
    a. Recruitment
    b. Selection
    c. Appointment and Assignment
    d. Orientation
    e. Promotion

Data-Collection Guide for Teacher Interviews

Demographic data

Current Position: ____________________ 1 2 3 4 OL IL

Age: 20 - 29; 30 - 39; 40 - 49; 50 - 59; 60 plus

Sex: Male Female

Current Marital Status: Married Single

Current License: ____________________ Years held: __________

Other Licenses held: ______________________________

____

____

	Borough	Regular	Substitute	Total
Years in School #1				
Years in School #2				
Years in School #3				
Years in School #4				
Years in School #5				
Total Years in N. Y. C. System				

College Granting Degree	Degrees or Degree Equivalent

1. What motivated you to join the staff of the New York City Public Schools?

Living in Metropolitan area________

Salary____________________

Working conditions____________

College orientation____________

Cultural stimulus_____

Formal recruitment:

a. Inside__________

b. Outside_________

Other______________

Comments:

2. a. Following your application what steps did you have to take before you received your regular teacher's license?

	Written	Interview	Speech Test	Practical	Physical
liked					
disliked					
other					

Comments:

2. b. What was the time lapse between filing of application form and receipt of regular teacher's license?

Time Lapse (in months)

1 - 3 ____________________

4 - 6 ____________________

7 - 9 ____________________

10 & over ________________

Comments:

3. What was the time lapse between your receipt of the regular teacher's license and your notification of assignment to a school?

Time Lapse (in months)

1 - 3 ____________________

4 - 6 ____________________

7 - 9 ____________________

10 & over ________________

Comments:

4. a. Do you think your first assignment was suited to your particular skills?

Yes____________________ No____________________

Comments:

4. b. To what type of school were you first assigned?

Elementary________________ Academic H. S. __________
Junior High________________ Other________________
Vocational H. S. __________ Borough_____________

Teacher's evaluation:

5. Were you given an opportunity to express a preference for your first assignment?

Yes____________________ No____________________

Comments:

6. a. How many regular assignments have you had?

Number of assignments____________________

6. b. Why did you leave assignments 1, 2, and 3?

Change in residence__________	Working Conditions:
Illness________________	Pupil________________
Disliked principal__________	Plant________________
Liked principal____________	Neighborhood__________
Left city_______________	Leave of absence_________
Transportation____________	Other_________________

Comments:

6. c. Were your preferences granted?

Yes________________

No_________________

Comments:

7. For every assignment, including your first, did you have an orientation?

Yes____________________ No____________________

If yes:

Formal____________________ Informal____________________

Adequate____________________ Inadequate____________________

Comments:

8. a. During your first assignment do you think that you experienced professional growth?

Yes____________________ No____________________

8. b. If yes, what do you think contributed to this?

Contributing Factor:

Principal____________________ Supervisory personnel__________

Asst. principal_______________ Dept. chairman_______________

Other teachers_______________ Other____________________

Self____________________

Comments:

9. What promotions did you receive after your initial appointment?

   O T P (Other Teaching Position)

   Assigned to local district office____________________________

   Assigned to Board of Education____________________________

   Acting____

   Other____

Comments:

10. Did you receive all the promotions for which you applied or to which you were entitled?

    Yes____________________ No__________________________

Comments:

11. a. Are promotional opportunities open to all within the school system?

    Yes____________________ No__________________________

Comments:

11. b. Are the promotional tests fair to all? (ethnic, etc.)

Yes____________________ No_________________________

Comments:

11. c. Do they help retain good people in the New York City Schools?

Yes____________________ No_________________________

Comments:

11. d. What do you see yourself doing professionally within the next five years?

Remain teaching_____________________

Into Administration____________________

Leave system_______________________

Other_______________________________

Comments:

12. What do you think are some desirable procedures for the New York City Public Schools?

    a. Recruitment

    b. Selection

    c. Appointment and Assignment

    d. Orientation

    e. Promotion

Coding Form

Teacher Interview

CARD #1

1 2   3 4 5 6   7   8   9 10   11 12 13 14

15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31

32 33 34 35 36 37 38 39 40 41 42 43 44   45 46

47 48 49 50 51 52 53 54   55 56 57   58 59 60 61 62

63 64 65 66 67 68 69 70

CARD #2

1 2   3 4 5 6   7   8 9   10 11 12

13 14 15 16 17 18 19   20 21 22 23 24 25 26 27 28 29

30 31   32   33 34 35 36 37 38 39 40

41 42 43 44 45 46 47 48 49   50 51

Appendix C

RECRUITMENT: INTERVIEW PROTOCOL AND TABLES

Recruitment Interview Protocol

1. Do the city colleges try to arouse interest in teaching?
    a. Formal procedures for getting people into New York City schools
    b. Formal procedures for getting people into teaching
    c. Transfer pattern from content areas to education department
2. Profiles of in-coming students in education at city colleges.
    a. Test scores
    b. Grade average in high school
    c. Socio-economic background
    d. Ethnic origins
    e. Sex
3. Profiles of out-going students.
    a. Comparison between those going into teaching and others
    b. Grade point average
4. a. Minimal qualifications or standards for students going into teaching
    b. Grade point average
5. Kind of course work these people take
6. Comparison between per cent of those entering teaching and per cent leaving; why?
7. What kinds of activities are sponsored by the Board of Education to influence potential teachers from city colleges to enter the New York City schools?
8. Is there a direct liaison between city colleges and the Board of Education?
9. Is there a relationship between professors at the city colleges and the Board of Education?
10. Do graduates stay at the schools in which they do their student teaching?
11. What kind of recruitment should be followed in the New York City schools?
12. Do the New York City schools recruit administrators from outside the system?
13. What is the effect of "in-breeding"?

Table C-1

LOCATION OF SENIOR HIGH SCHOOL FROM WHICH TEACHERS IN THE COHORT STUDY GRADUATED, BY ORGANIZATIONAL LEVEL

Location	Elementary School						Junior High School						Senior High School					
	Male (N=41)		Female (N=117)		TOTAL (N=158)		Male (N=74)		Female (N=60)		TOTAL (N=134)		Male (N=68)		Female (N=41)		TOTAL (N=109)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
N.Y.C.	40	97.6	102	87.2	142	89.9	65	87.8	45	75.0	110	82.1	63	92.6	33	80.5	96	88.1
N.Y. State (not N.Y. City)	0	2.4	4	3.4	5	3.2	3	4.1	5	8.3	8	6.0	2	2.9	3	7.3	5	4.6
New Jersey	0	0.0	1	0.9	1	0.6	2	2.7	1	1.7	3	2.2	1	1.5	3	7.3	4	3.7
Connecticut	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	2.4	1	0.9
Pennsylvania	0	0.0	3	2.6	3	1.9	1	1.4	1	1.7	2	1.5	0	0.0	0	0.0	0	0.0
East of Mississippi (other than above)	0	0.0	6	5.1	6	3.8	3	4.1	6	10.0	9	6.7	1	1.5	0	0.0	1	0.9
West of Mississippi	0	0.0	1	0.9	1	0.6	0	0.0	2	3.3	2	1.5	0	0.0	1	2.4	1	0.9
Other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	1.5	0	0.0	1	0.9

Location	Special Services						No Level Noted						All Levels					
	Male (N=4)		Female (N=4)		TOTAL (N=8)		Male (N=4)		Female (N=0)		TOTAL (N=4)		Male (N=191)		Female (N=222)		TOTAL (N=413)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
N.Y.C.	4	100.0	3	75.0	7	87.5	3	75.0	0	0.0	3	75.0	175	91.6	183	82.4	358	86.7
N.Y. State (not N.Y. City)	0	0.0	0	0.0	0	0.0	1	25.0	0	0.0	1	25.0	7	3.7	12	5.4	19	4.6
New Jersey	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	1.6	5	2.3	8	1.9
Connecticut	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.5	1	0.2
Pennsylvania	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.5	4	1.8	5	1.2
East of Mississippi (other than above)	0	0.0	1	25.0	1	12.5	0	0.0	0	0.0	0	0.0	4	2.1	13	5.9	17	4.1
West of Mississippi	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	4	1.8	4	1.0
Other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	1	0.5	0	0.0	1	0.2

Table C-2

HIGHEST ACADEMIC DEGREE EARNED BY TEACHERS IN THE COHORT STUDY PRIOR TO INITIAL ENTRY, BY ORGANIZATIONAL LEVEL

	Elementary School						Junior High School						Senior High School					
	Male (N=41)		Female (N=117)		TOTAL (N=158)		Male (N=74)		Female (N=60)		TOTAL (N=134)		Male (N=68)		Female (N=41)		TOTAL (N=109)	
Degree	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
High School diploma	5	12.2	24	20.5	29	18.4	8	10.8	8	13.3	16	11.9	13	19.1	2	4.9	15	13.8
B.A. (and B.S.)	26	63.4	85	72.6	111	70.3	56	75.7	47	78.3	103	76.9	34	50.0	34	82.9	68	62.4
M.A.	8	19.5	8	6.8	16	10.1	10	13.5	5	8.3	15	11.2	15	22.1	4	9.8	19	17.4
Doctorate	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
None	2	4.9	0	0.0	2	1.3	0	0.0	0	0.0	0	0.0	3	4.8	1	2.4	4	3.7
Other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	4.4	0	0.0	3	2.8

	Special Services						No Level Noted						All Levels					
	Male (N=4)		Female (N=4)		TOTAL (N=8)		Male (N=4)		Female (N=0)		TOTAL (N=4)		Male (N=191)		Female (N=222)		TOTAL (N=413)	
Degree	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
High School diploma	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	26	13.6	34	15.3	60	14.5
B.A. (and B.S.)	4	100.0	2	50.0	6	75.0	3	75.0	0	0.0	3	75.0	123	64.4	168	75.7	291	70.5
M.A.	0	0.0	2	50.0	2	25.0	0	0.0	0	0.0	0	0.0	33	17.3	19	8.6	52	12.6
Doctorate	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
None	0	0.0	0	0.0	0	0.0	1	25.0	0	0.0	1	25.0	6	3.1	1	0.5	7	1.7
Other	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	3	1.6	0	0.0	3	0.7

Table C-3

COLLEGE ATTENDED AND DEGREE OBTAINED (B.A. AND M.A.) BY TEACHERS, BY NUMBER OF YEARS IN THE SYSTEM (FROM THE TEACHERS INTERVIEWS)

	0-1 year				2-4 years				5-9 years			
	B.A. (N=74)		M.A. (N=11)		B.A. (N=158)		M.A. (N=49)		B.A. (N=182)		M.A. (N=112)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Out*	18	24.3	5	45.5	38	24.1	1	2.0	34	18.7	7	6.3
Hunter College	14	18.9	0	0.0	40	25.3	8	16.3	45	24.7	18	16.1
C.C.N.Y.	19	25.7	1	9.1	34	21.5	8	16.3	37	20.3	19	17.0
Brooklyn College	7	9.5	0	0.0	19	12.0	3	6.1	24	13.2	06	5.4
Queens College	8	10.8	1	9.1	11	7.0	5	10.2	11	6.0	05	4.5
Teachers College Columbia University	0	0.0	4	36.4	2	1.3	12	24.5	1	0.6	23	20.5
New York University	8	10.8	0	0.0	14	8.9	12	24.5	30	16.5	34	30.4

	10-14 years				15-19 years				20 or more				All Time Periods			
	B.A. (N=83)		M.A. (N=57)		B.A. (N=56)		M.A. (N=42)		B.A. (N=213)		M.A. (N=129)		B.A. (N=766)		M.A. (N=400)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Out*	14	16.9	5	8.8	2	3.6	2	4.8	29	13.6	3	2.3	135	17.6	23	5.8
Hunter College	22	26.5	6	10.5	22	39.3	2	4.8	73	34.3	4	3.1	216	28.2	38	9.5
C.C.N.Y.	17	20.5	12	21.1	7	12.5	6	14.3	47	22.1	29	22.5	161	21.0	75	18.8
Brooklyn College	10	12.1	4	7.0	6	10.7	1	2.4	5	2.4	0	0.0	71	9.3	14	3.5
Queens College	1	1.2	1	1.8	0	0.0	3	7.1	0	0.0	0	0.0	31	4.1	15	3.8
Teachers College Columbia University	1	1.2	14	24.6	1	1.8	16	38.1	6	2.8	54	41.9	11	1.4	119	29.8
New York University	18	21.7	15	26.3	18	32.1	12	28.6	53	24.9	39	30.2	141	18.3	116	29.0

Table C-4

ACADEMIC DEGREES HELD BY TEACHERS AND LOCATION OF GRANTING INSTITUTIONS, BY ORGANIZATIONAL LEVEL (FROM THE TEACHER INTERVIEWS)

Degree and Location of Granting Institution*	Elementary (N=201)		Junior High (N=168)		Academic High (N=361)		Vocational High (N=119)		"600" Schools (N=15)		All Levels (N=864)	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Bachelor's in	139	69.2	71	42.3	106	29.4	38	31.9	7	46.7	361	41.8
Bachelor's out	17	8.5	20	11.9	26	7.2	7	5.9	2	13.3	72	8.3
Bachelor's in, Master's in	39	19.4	64	38.1	189	52.4	64	53.8	3	20.0	359	41.6
Bachelor's in, Master's out	2	1.0	1	0.6	5	1.4	5	4.2	0	0	13	1.5
Bachelor's out, Master's out	1	0.5	6	3.6	9	2.5	0	0	1	6.7	17	2.0
Bachelor's out, Master's in	3	1.5	6	3.6	23	6.4	4	3.4	2	13.3	38	4.4
Bachelor's in, Master's in, Ph.D. in	0	0	0	0	3	0.8	1	0.8	0	0	4	0.5

*"In" refers to the following New York City colleges: Hunter, C.C.N.Y., Brooklyn, Queens, Teachers College, and New York University; "out" refers to any colleges other than those just mentioned.

Table C-5

TEACHERS' PROFESSIONAL PLANS FOR NEXT FIVE YEARS

(From The Teacher Interviews)

Professional Plans for Next Five Years	Female		Male		TOTAL	
	No.	%	No.	%	No.	%
Teach on regular license	313	57.22	197	47.82	510	53.18
Teach on substitute license	31	5.67	10	2.43	41	4.28
Into administration	36	6.58	79	19.17	115	11.99
Leave system, continue teaching	19	3.47	21	5.10	40	4.17
Leave system, leave teaching	20	3.66	16	3.88	36	3.75
Leave system, retire	94	17.18	67	16.26	161	16.79
Leave system, plan to return	13	2.38	0	0.00	13	1.36
Don't know, undecided	21	3.84	22	5.34	43	4.48
TOTAL	547	100.00	412	100.00	959	100.00